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COMMUNITY POWER ACTORS AND CIVIL DEFENSE



A delineation
of community power actors and an analysis
of their civil defense attitudes, knowledge,
behavior, and sources of information

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IOWA AGRICULTURAL AND HOME ECONOMICS EXPERIMENT STATION IOWA STATE UNIVERSITY of Science and Techn

Ames, Iowa .

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A study of community power actors and an analysis of their civil defense attitudes, knowledge, behavior, and sources of information.

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TABLE OF CONTENTS

	Page
CHAPTER 1. INTRODUCTION	1
Background	1
Framework for Analysis	3
Personal and Social Characteristics of Power Actors.	4
Power Structures and Civil Defense	5
Power Actors' Civil Defense Attitudes, Knowledge, Sources of Information, and Actions.	6
Implications for Civil Defense	8
Objectives of This Report.	9
CHAPTER 2. FRAMEWORK FOR ANALYSIS	11
Introduction	11
A Social System Model.	12
Definition of social system	12
Social system elements.	13
Belief	13
Sentiment.	13
End, goal, or objective.	14
Norm	14
Status-role.	15
Rank	15
Sanction	15
Facility	15
Power.	16
Social system processes	16
Communications	16
Boundary maintenance	17
Systemic linkage	17
Socialization.	17
Social control	18
Institutionalization	18
Conditions for social action.	19
Territoriality	19
Size	19
Time	19

TABLE OF CONTENTS (Continued)

	Page
A Social Power Model	20
Social power.	21
Authority.	21
Influence.	22
Power structure.	23
Related Concepts	24
Community actors.	24
Power actors.	24
Personal and social characteristics	24
Existence of social power	25
Legitimation.	25
Exercise of social power.	25
Latent social power	26
Issue area.	27
Monomorphic power structure	27
Polymorphic power structure	28
Sources of power.	29
Role performances	30
CHAPTER 3. METHODOLOGY.	31
Introduction	31
The Communities.	31
Field Procedures and Instruments	33
Identifying power actors.	33
External community knowledgeable.	33
Internal community knowledgeable.	33
Interviews with power actors.	35
Personal and social characteristics.	35
Power structures	36
Power actors' attitudes, knowledge, sources of information, and actions in civil defense	37
Summary.	38
CHAPTER 4. PERSONAL AND SOCIAL CHARACTERISTICS.	40
Introduction	40
Personal and Social Characteristics.	44

TABLE OF CONTENTS (Continued)

	Page
Sex	44
Age	45
Formal education.	47
Occupation.	49
Income.	52
Political orientation	54
Military service.	56
Residence in the community.	57
Home ownership.	59
People living in household.	60
Number of children under 18 years	61
Summary.	62
CHAPTER 5. CIVIL DEFENSE AND OTHER ISSUE AREAS.	65
Introduction	65
Procedure.	68
Civil Defense and Power Structures in South County	69
Center Town	70
Cornerville	73
Annville.	74
Oak Town.	76
Civil Defense and Power Structures in Prairie City	79
Summary.	82
CHAPTER 6. POWER ACTORS' CIVIL DEFENSE ATTITUDES, KNOWLEDGE, SOURCES OF INFORMATION, AND ACTIONS.	85
Introduction	85
Attitudes Toward Civil Defense	89
An individual's perception of the situation:	
perception of threat	89
Likelihood of war.	90
Timing of war.	92
Likelihood of conventional war	93
Likelihood of war escalation	94
Likelihood of fallout danger to local community in time of war.	95

TABLE OF CONTENTS (Continued)

	Page
Likelihood of local community death and destruction in time of war.	96
Summary	97
Implications for civil defense.	97
Fallout shelters: perception of a civil defense innovation	99
Alternative fallout shelter programs	100
Most favored fallout shelter programs.	102
Summary	103
Implications for civil defense.	104
Adequacy of civil defense program	105
Adequacy of national civil defense program	106
Adequacy of county civil defense program	107
Summary	108
Implications for civil defense.	108
A general civil defense attitude.	109
An individual's community responsibility in civil defense	109
Summary	110
Implications for civil defense.	110
Knowledge of civil defense	111
Knowledge of a continuous local civil defense program.	111
Knowledge of planned local civil defense activity	113
Knowledge of buildings to be marked and stocked	115
Knowledge of local civil defense director	116
Knowledge of local civil defense director's name.	118
Summary	118
Implications for civil defense.	119
Sources of Civil Defense Information	119
Sources of civil defense information.	120
Most useful sources of civil defense information.	123
Summary	125
Implications for civil defense.	126
Actions in Civil Defense	127

TABLE OF CONTENTS (Continued)

	Page
Working in civil defense.	127
Specific civil defense activities	128
Family civil defense preparations	130
Summary	131
Implications for civil defense.	132
Summary.	133
CHAPTER 7. SUMMARY.	134
Introduction	134
Objectives of the Report	135
Framework for analysis	135
Methodology.	137
Analysis of Data	139
Personal and social characteristics	139
Civil defense and other community issue areas	141
Power actors' civil defense attitudes, knowledge, sources of information, and actions.	144
Attitudes toward civil defense	144
An individual's perception of the situation: perception of threat	144
Implications for civil defense	144
Fallout shelters: perception of a civil defense innovation	145
Implications for civil defense	146
Adequacy of civil defense programs.	147
Implications for civil defense	147
A general civil defense attitude.	147
Implications for civil defense	147
Knowledge of civil defense	148
Implications for civil defense.	148
Sources of civil defense information	148
Implications for civil defense.	149
Actions in civil defense	149
Implications for civil defense.	150

TABLE OF CONTENTS (Continued)

	Page
APPENDIX A. PERSONAL AND SOCIAL CHARACTERISTICS OF POWER ACTORS AND COMMUNITY ACTORS.	153
Introduction	154
Personal and Social Characteristics.	155
Sex of power actors and random sample	155
Age of power actors and random sample	155
Formal education of power actors and random sample.	156
Gross family income of power actors and random sample	156
Political orientation of power actors and random sample	157
Military service of power actors and random sample.	157
Length of residence of power actors and random sample in their communities	158
Home ownership of power actors and random sample.	158
Number of persons, including children, living in household.	159
Number of children under 18 years of age.	159
APPENDIX B. CIVIL DEFENSE ATTITUDES, KNOWLEDGE, SOURCES OF INFORMATION, AND ACTIONS OF POWER ACTORS AND COMMUNITY ACTORS	161
Introduction	162
Attitudes.	163
Likelihood of war	163
Timing of war	164
Likelihood of conventional war.	165
Likelihood of war escalation.	166
Likelihood of fallout danger to local community in time of war.	167
Likelihood of local community death and destruction in time of war	168
Alternative fallout shelter programs.	169
Most favored fallout shelter program.	170
Adequacy of national civil defense program.	171
Adequacy of county or city civil defense program.	172
An individual's community responsibility in civil defense.	173
Knowledge.	173
Knowledge of a continuous local civil defense program	173

TABLE OF CONTENTS (Continued)

	Page
Knowledge of planned local civil defense activity	174
Knowledge of buildings to be marked and stocked	174
Knowledge of local civil defense director	175
Knowledge of local civil defense director's name.	175
Sources of Information	176
Sources of civil defense information.	176
Most useful sources of civil defense information.	178
Actions.	180
Family civil defense preparations	180
REFERENCES	181

Chapter 1

INTRODUCTION

Background

Every community in the United States is constantly undergoing social change. The rapid advances in scientific and technological knowledge have provided communities with more efficient and effective means for initiating social change. In determining the direction which social change will take the community is faced with decision-making which involves the adoption or rejection of new programs. The community in modern society copes with problems such as school reorganization, civil defense programs, slum clearance, recreational development, and area development as well as many other problems.

Among social scientists there is consensus that the capability to determine the direction of social change in the community is not randomly distributed among members of the community. While a majority of the members of a community may become actively involved in bringing about social change, a limited number of persons participate in the crucial decision-making processes which determine the course of community action. The capability which these individuals have to determine the course of community action has been referred to as social power.

In order to better communicate the subject matter of this report to the reader, four basic concepts will be presented. A more inclusive definition of each concept will appear in Chapter 2. Social power is the capability to control the behavior of others. The two major components of social power are authority and influence. Authority is that capability to control the behavior of others as determined by the members of a given social system. Influence is that capability to control the behavior of others which is not formally designated in the authority component of a status-role position. It is unique to the given individual who possesses it. Influentials have the capability to affect the behavior of others because of the others' perceptions of the influentials' capabilities of personally administering sanctions (awards or penalties) within their spheres of concern. One of the common factors giving the individuals influence is

their command of scarce resources. The community actors who are perceived to have social power and affect the community decision-making process will be referred to as power actors¹. In this report power actors may have authority, influence, or a combination of both.

Power actors may play an important role in the initiation and adoption of community civil defense programs. The local civil defense director has the responsibility of linking the civil defense organization and its objectives to the people of the community. If the local civil defense director and the civil defense organization are to achieve their objectives, it is vital to have a knowledge and understanding of power actors and the role that they may play in civil defense programs.

If the local civil defense director is to gain a knowledge and understanding of social power in his community, it appears relevant that he answer several questions. Who are the power actors who affect the community decision-making process? What personal and social characteristics are power actors likely to have which may aid local directors in delineating them? What roles have power actors played in previous community issues? What possible roles could power actors play in future civil defense programs? What attitudes do power actors have about national and local civil defense programs? What is their current knowledge of civil defense programs? Have power actors participated in past civil defense programs? From what sources are power actors likely to receive information about civil defense? These are the major questions which are the focus of this report.

Specifically, this report is concerned with (1) defining a social

¹In the literature social scientists have often referred to individuals who affect the community decision-making process as community influentials. This general usage of "community influentials" referred to individuals who had social power based on authority and influence (as the two terms are defined in this report). The authors followed this general usage in a previous report published on social power. The term "community influentials", however, emphasizes only the "influence" component of social power. It does not recognize the "authority" component of social power. Thus, the use of the term "community influentials" can be misinterpreted as referring to only social power based on "influence" and not social power based on both "influence and authority". To avoid this possible confusion the concept of "power actors" will be used in this report.

system model and a social power model, (2) determining the personal and social attributes of community power actors, (3) determining the relationship of community power structures in non-civil defense issue areas to the community power structure of civil defense as an issue area, and (4) determining the power actors' attitudes, knowledge, actions, and sources of information about civil defense. In achieving these objectives, the analysis will focus on power actors in five rural communities.

Framework for Analysis

In initiating and implementing civil defense programs, certain human conditions must be taken into consideration if civil defense programs are to be successful. Any local civil defense director who initiates and implements programs in his community must take into consideration the social structure of the community. If the local civil defense director is to understand the relationship of the community's social structure to the local civil defense program, he needs an analytical model or framework which he can use in analyzing the community and its possible relationship to the local civil defense program. The first objective of this report is to define a social system model which is relevant to understanding the community in which the local civil defense director initiates and implements civil defense programs.

One of the elements of the social system is social power. If the local civil defense director is to understand the relationship of community social power to the local civil defense program, he needs an analytical model or framework which he can use in analyzing social power and its possible relationship to the community's civil defense program. The second objective of this report is to define a social power model which can be used by the local civil defense director to analyze social power in the community and its possible relationship to community civil defense programs.

The social system model and the social power model will also serve as tools through which the Iowa State University research team can communicate the empirical findings about social power in local communities to the civil defense organization.

Personal and Social Characteristics of Power Actors

As part of the Iowa State University series of Sociological Studies in Civil Defense, the Iowa State research team designed studies to analyze and compare power actors and their capability to affect the community decision-making process in five rural communities. The analysis of one community and the relevance of the findings to the civil defense organization have been published in a research report Community Power Structure and Civil Defense².

In the first social power research report a social system model and a social power model were presented which a local civil defense director could use in analyzing social power in his community. The social power model was operationalized in one community (Prairie City) to determine its utility for understanding social power. One general hypothesis of the social power model was that the personal and social characteristics of power actors will differ from the general populace.

The power actors in Prairie City differed from a random sample of community members in personal and social characteristics. Power actors were found to have higher status occupations (mainly business and professional occupations), higher incomes, and more formal education. A greater number were Republicans. They were older and a higher percentage of them owned their homes in comparison with the random sample of community members. The empirical data supported the general hypothesis that the personal and social characteristics of power actors will differ from the general populace.

The methodology used to obtain data from power actors in Prairie City was also used to obtain data from power actors in the other four communities studied. Data on the power actors' personal and social characteristics were obtained in all five communities.

The third objective of this research report is to compare the personal and social characteristics of power actors in five communities. This analysis will determine whether power actors in different communities have similar or different personal and social characteristics. Some questions relevant

² Joe M. Bohlen, George M. Beal, Gerald E. Klonglan, and John L. Tait. Community power structure and civil defense. Rural Sociology Report No. 35. Iowa Agricultural and Home Economics Experiment Station, Iowa State University of Science and Technology, Ames, Iowa. 1964.

to a community change agent, such as a local civil defense director, can be asked about the relationships of the personal and social characteristics of power actors in different communities.

Do power actors in different communities have similar personal and social characteristics? Do power actors in different communities have similar occupations, income, education, political orientation, and age?

Answers to these questions may help the local civil defense director delineate the community power actors in his civil defense area. If it is found that power actors in different communities possess similar personal and social characteristics, this information could be communicated to local civil defense directors who could use their data to help "bracket" or locate power actors. It should be recognized that all people with the "similar" personal and social characteristics may not be power actors. The important use of the data by local directors would be the delineation of a category of people within which the key power actors would most likely be found. The findings of this analysis may be used by local civil defense directors in identifying power actors in their local civil defense areas.

Power Structures and Civil Defense

Most communities are faced with many problems which involve decisions by power actors and community members. An individual power actor or community member may or may not be able to exercise social power to affect the decision-making process. Individuals may form patterns of relationships which enable them to act in concert to affect the decision-making of the community on a given issue area. This pattern of relationship is defined as a power structure.

One objective of the analysis of social power in five communities is to determine the extent to which one power structure or different power structures affect the decision-making in different issue areas. In the first social power research report a comparison of the power structures in various issue areas in one community was made. The issue areas in Prairie City included general affairs, industry, politics, recreation, school reorganization, support of farmers, and retail sales promotion. The issue areas which will be analyzed in the other four communities include general affairs, business and industry, county hospital, and county courthouse. The data in all

five communities will be analyzed to determine the extent to which power structures vary from issue area to issue area.

In addition to the above mentioned issue areas, civil defense was also included as an issue area in each community. Thus, a comparison can be made between the power structure in civil defense and the power structures in other community issue areas. The fourth objective of this research report is to determine the relationships of the power structures in non-civil defense areas to the community power structure in civil defense.

A knowledge and understanding of the relationship between the power structure in civil defense and the power structure in each of the other issue areas should assist the local civil defense director in initiating and implementing community civil defense programs. Such an analysis will help provide the local civil defense director with answers to the following questions: Does one power structure affect the decision-making process in all or most community issue areas? Or does the power structure vary from one issue area to another? Is the power structure in any non-civil defense issue area likely to be the power structure in the issue area of civil defense? Which issue area power structure is most like the civil defense power structure?

Do power actors participate in all "levels" of community issues? What roles have power actors played in community issue areas? Which power actors played the roles of legitimizers or implementors? Which play both roles? What roles might power actors play in legitimizing, initiating, and implementing the community civil defense program? Answers to these questions about power structures in different issue areas and the roles which power actors are likely to play in civil defense should be helpful to the local civil defense director when planning present and future community civil defense programs.

Power Actors' Civil Defense Attitudes, Knowledge, Sources of Information, and Actions

As local civil defense change agents seek the support of power actors for community civil defense programs they need to know the power actors' current behavior toward civil defense. By knowing power actors' current civil defense attitudes, knowledge, sources of information, and actions, civil defense change agents should be better prepared to communicate with

power actors when enlisting their support for civil defense programs. The fifth objective of this report is to ascertain and compare the civil defense attitudes, knowledge, sources of information, and actions of power actors in five communities.

Power actors may know little or nothing of current civil defense activities. If this is so, they may need information about current and past activities before having future programs explained to them. Certain attitudes held by power actors may help or hinder the civil defense change agent as he plans and implements civil defense programs. The local civil defense director may find that he has to change power actors' attitudes before he can obtain support from them. In other cases he may find that he needs to reinforce existing attitudes (when power actors hold attitudes favorable for implementing civil defense programs). And there may be times when power actors have not thought much about civil defense, and therefore, do not have a set of attitudes about it. In these latter cases the civil defense change agent may need to provide considerable information before power actors can build a civil defense attitude framework.

If power actors have favorable civil defense attitudes and an extensive knowledge of civil defense, they may be able to influence other people in the community to have more favorable attitudes about civil defense. In addition, power actors who have an extensive knowledge of civil defense and civil defense programs may increase the knowledge which other people in the community have about civil defense. Power actors may play an important role in changing the attitudes and knowledge of other community members about civil defense programs. Thus, if the civil defense program being initiated involves power actors, the local civil defense change agent needs to be concerned with the power actors' present attitudes and knowledge about civil defense.

It would also be helpful for civil defense officials to have a knowledge of the sources of information which power actors use in obtaining information about civil defense. A knowledge of the sources of information about civil defense may be helpful to the local civil defense director in communicating messages to the power actors about community civil defense programs. If power actors obtain information about civil defense from civil defense bulletins or national communications media such as national magazines, then this knowledge may be helpful to national civil defense officials when planning

communications about civil defense. By sending messages through communications media which reach the power actors, civil defense officials may change their attitudes and increase their knowledge about civil defense.

Some power actors may have participated in action phases of current or past community civil defense programs. A knowledge of the extent to which power actors have played key roles in current and past civil defense programs may be helpful to the local civil defense director in planning the role which power actors may play in future civil defense programs. A power actor, for example, who has helped legitimize a civil defense program in the past but who has not participated in implementing later stages of the program may play a role of legitimizing or obtaining support from key power actors in the community. Failure to obtain the key power actors' approval may result in their blocking some civil defense programs.

In summary, if the local civil defense director knows the power actors' civil defense attitudes, knowledge, sources of information, and actions, he can more effectively plan local civil defense programs which may involve the community power actors. Among those questions to which answers should be obtained are the following: Do the power actors have favorable or unfavorable attitudes about the local and national civil defense programs? What is the power actors' current knowledge about the community civil defense program? If the power actors have obtained information about the national or local civil defense program, what have been the relevant sources of civil defense information? Have the community power actors played roles in past local civil defense programs? Answers to these questions may help the local civil defense director plan a program which may (1) change or reinforce the knowledge which power actors have about civil defense, (2) change or reinforce the attitudes which power actors have about civil defense, (3) change or more effectively use the power actors' sources of information, and (4) increase the power actors participation or actions in civil defense programs.

Implications for Civil Defense

The primary concern of this report is the relationship of community social power and civil defense. The significance of the empirical findings about the relationship of community social power and civil defense may be helpful to national civil defense officials in initiating and implementing

training programs and developing tools for local civil defense directors. The sixth objective of this report is to provide civil defense officials with some implications for civil defense based on the empirical findings. Some implications for civil defense will be provided from five communities about (1) the personal and social characteristics of power actors, (2) power structures and civil defense, and (3) the power actors' civil defense attitudes, knowledge, sources of information, and actions.

Objectives of This Report

This report is concerned with the relationship of community social power and civil defense in five communities. In the previous discussion six objectives of this report were presented. A summary of the earlier statements is presented below. The objectives are to:

1. Define a social system model which is relevant to understanding the community in which the local civil defense director initiates and implements civil defense programs. (Chapter 2)
2. Define a social power model which can be used by the local civil defense director to analyze social power in the community and its possible relationship to community civil defense programs. (Chapter 2)
3. Compare the personal and social characteristics of power actors
 - a. between five communities (Chapter 4) and
 - b. to a random sample of all community actors in one community. (Appendix A)
4. Study the relationship of power structures in other specified issue areas to power structures in civil defense
 - a. between five communities and
 - b. within each of the five communities. (Chapter 5)
5. Compare the civil defense attitudes, knowledge, sources of information, and actions of power actors
 - a. between five communities (Chapter 6) and
 - b. to the civil defense attitudes, knowledge, sources of information, and actions of other community actors. (Appendix B)

6. Provide civil defense officials with some implications for civil defense based on the empirical findings. (Chapters 4, 5, 6, and 7)

Chapter 2

FRAMEWORK FOR ANALYSIS

Introduction

In initiating and implementing local civil defense programs, certain human conditions must be taken into consideration if the program is to be successful. Any program which is to be implemented at the local community level must take into consideration the social structure of the community. One of the factors which must be taken into consideration in initiating and implementing a local civil defense program is the existence of a social power structure. The social power structure may vary in form from one community to another. But in some form a social power structure prevails in every community. The nexus of any of these power structures is composed of the power actors who because of their positions of influence and authority in the community are able to determine the relative success of most major programs introduced.

The community in which the local civil defense director must initiate and implement local civil defense programs is complex. If the local civil defense director is to understand the relationship of community social power to the local civil defense program, he needs an analytical model or framework which he can use in analyzing social power and its possible relationship to the community's civil defense program. A theoretical framework which defines concepts and presents the expected relationships among the concepts can serve as a tool by which the local civil defense director can analyze the complex community.

A theoretical framework also serves as a tool through which the research team can communicate empirical findings about social power in local communities to the civil defense organization. In order to better communicate the empirical findings about the relationship of community social power and the local civil defense program, two theoretical models will be presented and defined. The objectives of this chapter are (1) to define a social system model and (2) to define a social power model.

A Social System Model

The major objective of this research study is to analyze the relationship of social power to the local civil defense program. Social power is one of the elements of the complex community. In order to better understand community social power and the other elements of the complex community which are relevant for an understanding of the community, it would seem logical to place the phenomenon of social power in a larger theoretical frame of reference.

One framework which the local civil defense director may use as a tool to gain an understanding of the community is the theory of social systems. Loomis'¹ concept of the social system includes the element of social power. His theory of the social system will be presented in abbreviated form.

Definition of social system

The social system as defined by Loomis is composed of the patterned interaction of members. It consists of the interaction of a plurality of individual actors. The relations of the individual actors to each other are mutually oriented toward goal attainment through the definition of structured and shared symbols and expectations. Individuals participate in social systems for a multiplicity of reasons which may be summarized under the heading of a societal belief that individuals can maximize or optimize the attainment of certain kinds of goals more readily through concerted action in cooperation with their fellow men than they can by striving for these same goals as isolated individuals in direct competition with all others. Once individuals find themselves within the social system which comes into existence because of this choice, they become identified with goals and means which are not those of any one individual but of the social system itself. More will be said about this in the following discussion of the elements of the social system.

Within society there are many levels of social systems. The interaction of two people, the family, the church, the city, the community, the nation, and the United Nations are a few examples of social systems representing different levels. In each of these social systems individual actors interact

¹Charles P. Loomis. Social systems. D. Van Nostrand Company, Inc. Princeton, N.J. 1960.

more with members than with non-members when operating to attain their objectives.

This research report is concerned with one type of social system, the local community. In those areas where the concept community is used, it is synonymous with social system. The social system, in which the local civil defense director must implement the civil defense program, consists of individual actors, families, businesses, industries, churches, service organizations, schools, athletic clubs, and many others. These sub-systems are integrated into the local social system--the community.

Although there are different levels of social systems, each social system has certain elements or attributes which are common to all social systems. The elements or attributes are presented and defined below.

Social system elements

These elements include (1) belief (knowledge); (2) sentiment; (3) end, goal, or objective; (4) norm; (5) status-role (position); (6) rank; (7) sanction; (8) facility; and (9) power. The structure and value orientation of a social system at a given time can be described and analyzed in terms of these elements.

In the empirical world these elements do not remain in a static form. The dynamic processes of the social system integrate, stabilize, and alter the relations through time. Thus, these elements can serve as tools for understanding the dynamic aspects of social systems.

Belief (knowledge) A belief is an individual actor's perception of the relationships that exist between phenomena within the universe. Phenomenon is used here in its broadest sense, i.e., something which can be observed. Individual actors within any given social system usually perceive these relationships in a similar manner. Scientific knowledge differs from belief in that the relationships of the phenomena within the universe are observed according to rigorously established criteria commonly referred to as the scientific method. These relationships can be observed by men of different beliefs in different times and places in a similar manner.

Sentiment Sentiments are the normative feelings which are expressive and represent what the individual actor feels about phenomena in the

world. Sentiments or feelings are closely related to beliefs. Beliefs are viewed as "what we know" about the world and sentiments are expressive and represent "what we feel" about the world. A sentiment is an individual actor's feeling about what the right, good, moral, or acceptable relationship between phenomena in the universe ought to be. Attitudes, or tendencies to act in relation to stimuli, are derived from the beliefs and sentiments of individual actors.

End, goal, or objective Ends, goals, or objectives are the changes which the actors of the social system strive to accomplish through appropriate interaction. The community has certain goals which its members strive to achieve. These goals may include industrial development, an improved educational system, modern fire protection, a new recreational area, improved housing for slum districts, and other ends. Many of the community's goals are not explicitly defined and delineated; they are referred to as maximizing happiness or "the good life".

Norm Norms are the standards which influence the range of goal choices and govern the selection and application of means in the attainment of these goals or ends. Norms determine the range of accepted actions within a social system. They set the framework within which the stated ideals (goals and ways of attaining same) will be achieved in the ongoing interaction process. It may be said that norms are the "rules of the game". In the typical community they are important criteria for judging the character and conduct of both the individual member and group actions although they are not written rules, regulations, and laws.

In discussing the goals of social systems, the means that are appropriate for attaining these goals, and the norms which set the parameters of both, one needs to make the distinction between social systems which are voluntary and from which members can withdraw with ease and those systems in which individuals find themselves and also find it extremely difficult to withdraw from them. If one doesn't like the goals or the means used in attaining them in a social club, he can resign, but quitting one's family or leaving one's church or withdrawing from one's community is a different level of problem. Social power and the coercions resulting therefrom has its greatest influence on the lives of men through those systems wherein withdrawal or abandonment carries with it more severe social penalties.

Status-role (position) A status-role is a position and a set of expectations for an individual actor in a social system. These two terms (status and role) combine structure and function.

A status is a position in a social system. For example, the position of mayor is one of the status-roles of city government. Status describes the position of mayor in relation to other positions in the city government.

As the result of occupying a status, the individual is expected to act in certain specified ways and carry out certain functions in the maintenance of the social system of which he is a part. In formalized social systems roles are a function of status. In less formal systems the status of an individual often helps determine his role.

Rank Rank is the relative status of actors in a social system. In general, it may be said that any given social system prescribes ranks to the various members based upon their qualifications for attaining the system's goals, adhering to its norms, or upon their past achievements. The rank given the individual occupying the office of mayor may be determined in part by the status the community gives the office of mayor and the extent to which the mayor has performed the roles which the community expects him to play. In addition to ranking the individual as a mayor, the community may consider other status-roles which the individual is occupying. They may include family role, church affiliation, formal organization membership, and participation in informal groups. Thus, total rank in a social system such as a community may be dependent on many factors. At a slightly higher level of generality we may speak of the rank sub-systems (e.g., a formal organization) have in the larger social system (e.g., community).

Sanction Sanctions are the rewards and penalties which the social system uses to attain motivation and conformity to the goals, means, and norms of the system. Sanctions may be either positive or negative. The positive forms are rewards in the form of increased rank or privilege, praise, new opportunities, etc. The negative forms are punishments in the forms of withdrawal of privileges, lowering of status, etc. The worst of social penalties is to be outcast--rejected by the system.

Facility Facilities are the means used by the social system to attain its goals. The means used include physical, financial, individual

human and social resources. One may consider interaction patterns, activities, and programs as means used by the system to attain its ends. Within the community there may be general consensus on the goals, but members may differ on the facilities or alternative means which are acceptable to achieve the goals.

Power Power is the capability to control the behavior of others. Power is divided into two components which include non-authoritative and authoritative control. Throughout this research report these two components will be referred to as influence and authority. Influence is that capability to control the behavior of others which is not formally designated in the authority component of the status-role. Authority is the capability to control the behavior of others as determined by the members of the social system. A more detailed discussion of social power will be presented later.

Social system processes

The social system model elements presented above tend to view a social system in a static form. This static model has utility in analyzing social systems. In reality the elements of the social system do not remain static for any length of time. Each of the elements presented above may be viewed in their dynamic process, e.g., belief may be seen as a process of cognitive mapping and validation; ends or goal attainment may be seen as achieving; norms may be viewed as a process in evaluating; etc.

However, important for the purpose of this report is the concept of master processes. Within each social system there are master processes which integrate, stabilize, and alter the relationships between the elements through time. As defined by Loomis each process is characterized by (1) a consistent quality of regular and uniform sequences and (2) is distinguishable by virtue of its orderliness. These master processes which integrate or involve several or all of the more specific elements are: communication, boundary maintenance, systemic linkage, socialization, social control, and institutionalization. To help clarify the elements of the community in a dynamic form, these master processes will be defined.

Communications Communication is the exchange of meaningful symbols among the actors within a social system. It is the process by which an individual transmits information, decisions, and directives to other members.

Boundary maintenance Boundary maintenance is the process by which the social system establishes and retains its identity, solidarity, and interaction patterns. It is the process by which members in the system and those outside the system are made aware of the identity and uniqueness of a given system. The boundary may be explicitly defined, e.g., political boundaries. The community as a social and economic entity often extends beyond the political boundary. Power actors in a rural town may effect policy of an area which includes the town and the surrounding trade or service territory. From this viewpoint, the boundary of the community may be implicitly defined.

Systemic linkage Systemic linkage is the process by which one social system relates itself to other social systems and interacts with these systems. In striving toward community goals, power actors may provide the link between the community and its sub-systems. More frequently than not, one of the major sources of social power at the community level is the widespread membership and influence of community power actors in the sub-systems of the community. Because of the communications and social control provided by these power actors in the relevant sub-systems, they become an integrated part of the total community's effort to achieve a community goal. For example, power actors implementing an industrial development program may provide the link between the newly created industrial development commission and the sub-systems of which they are a part. Community power actors who have positions of either influence or authority or both in formal organizations may obtain support from the formal organizations for the industrial development program.

Socialization Socialization is the process through which the social and cultural heritage is transmitted. It is through this process that individual actors learn the sentiments, beliefs, ends, and norms of a social system. For example, through the process of socialization younger community members aspiring to have social power in the future learn the roles which are expected to be played to become power actors. In the community there is a socialization process through which a person desiring to become a power actor must pass prior to obtaining a position of power in community affairs. The person desiring to obtain social power is expected to fulfill certain roles which may include participating in formal organizations, showing community interest, serving on community committees implementing action, be successful

in a career, and participate in a church. Socialization is a double-edged sword because the process not only inculcates the values of the system in new members but provides the opportunity for exposure of these values. The juxtaposition of these values with those of individuals is the essence of systemic change.

Social control Social control is the process by which the social system rewards and punishes its members. The elements of beliefs, sentiments, norms, power, and sanctions are interrelated in the process of social control in the community.

Power actors play an important role in the process of social control within the community. These persons having proportionately more power are in a position to give rewards for conformity to the community's norms. They are also in a position to utilize sanctions which can block community action.

Institutionalization Institutionalization is the process whereby human behavior is made predictable and patterned; social systems are given the elements of structure and process of function. Community members in the process of socialization learn norms and sentiments. These elements are articulated by community members in similar ways within a wide range of situations. In this way human behavior can be predicted and is said to become institutionalized.

Conditions for social action

In addition to the elements and processes, there are certain attributes of social systems which are never completely controlled by the system's members. These are referred to as general conditions for social action. They include territoriality, size, and time. These three concepts will be defined.

Territoriality Territoriality refers to the physical area of the social system. Since community actors are limited in energy and mobility, they may occupy only one physical position in the spatial area of the community at a given time. The spatial limitations of the community determine within limits the amount of space each community member or group may have, the frequency and intensity of interaction among community members, and the probabilities of systemic linkage among both formal and informal groups.

Size Size refers to the number of actors in the territory capable of action. Communities vary in size. Small communities in rural areas may have less than 1,000 community members. Large communities may exceed thousands of actors.

Time Time refers to the planning horizon perceived by the social system. Community actors are limited in the time which they spend on community activities. In planning future community action programs, the community may establish goals which it may strive to achieve in a given time period. Time is an attribute involved in all community action programs.

Flowing from the concept of time is timing. In the initiation and implementation of social action programs timing is important in carrying out the different phases of action programs. Timing of the different phases of social action programs may contribute toward the success of the change agent's programs.

In this section a social system model has been defined. A major element of the social system is power. This research study is concerned only with the element of power. In this study the other elements of the social system were assumed to be constant for the purpose of constructing a theoretical model to guide the research. In reality, the authors recognize that power is inter-related and in interaction with the other elements of the social system. The interrelationships and interactions of the other elements of the social system model with power will be taken into account only to the extent that they interact intensively and become a major factor in understanding power.

Within the community or social system the concept of power often possesses overtones of stigma in the minds of community actors. The idea that one man can influence the life of another goes "against the American grain" because it is in direct conflict with the basic tenets of the American creed. This creed is the ingrained belief of many Americans that every man is created equal and has an unbridged right to pursue happiness without fears for his well being or restrictions on his freedom in any way whatsoever.

The members of the Iowa State research team possess this heritage and are an integral part of it. However, as research workers, we report the data based upon the empirical evidence available. The studies available indicate that these abilities to influence the lives of others are differentially

distributed among the people who live in communities.

The following section will define a social power model.

A Social Power Model

The research team of rural sociologists at Iowa State University delineated and defined a social power model. The model was developed for studying social power in community and county social systems. This analytical framework has been operationalized in five Iowa communities. Three publications have been completed which show development of the model, operational procedures, and empirical tests of hypotheses. The model was first operationalized by Powers². In a later study the social power model was operationalized by Tait³. The most recent publication is Community Power Structure and Civil Defense⁴. Although there have been different approaches to the study of social power by various social scientists the authors believe that this model presents a meaningful framework for the analysis of social power.

The social power model defines concepts and states the expected logical relationships among the concepts. The concepts and their definitions which are relevant to understanding social power and its relationship to the local civil defense program are presented in this section. Although the expected logical relationships among the concepts will not be presented as general hypotheses, the relationships among the concepts will be discussed where they are relevant to the analysis in the future chapters. For a statement of the expected logical relationships among concepts as general hypotheses and their empirical test the reader is referred to Community Power Structure and Civil Defense⁵.

²Ronald C. Powers. Social power in a rural community. Unpublished Ph.D. dissertation. Library, Iowa State University of Science and Technology, Ames, Iowa. 1963.

³John L. Tait. Social power in a rural social system. Unpublished masters thesis. Library, Iowa State University of Science and Technology, Ames, Iowa. 1964.

⁴Joe M. Bohlen, et al., op. cit.

⁵Ibid.

Social power

Social power is the capability to control the behavior of others. In the various communities throughout the United States, the ability to influence the behavior of others is differentially distributed among people. Social power is not randomly distributed among the community's population.

The definition states that social power is a capability. Generally, social scientists agree that social power requires facilities or bases. The capability which an individual actor has to control the behavior of others in the community may rest upon different facilities or bases. The bases of social power may include wealth, skill, knowledge, human relations abilities, authority, contact with outside power actors, and many others.

For example, the banker may be able to grant a loan for the establishment of a new industry in the community. Without his position as a banker, he is unable to grant loans for industrial development. The capability which the banker has to control the behavior of others in industrial development rests partly in his position. Other bases also affect the capability to control others such as community interest, knowledge of industrial development, prestige in the community, etc.

In the community, certain actors have more social power than other actors. These actors often determine the course of social change. They may have the power to decide whether the community will promote industrial development, develop a community park, reorganize school districts, improve the city sewage system, or have an adequate civil defense program.

Social power is conceptualized as having two major components. They are authoritative power which will be referred to as authority and non-authoritative power which will be referred to as influence.

Authority Authority is the capability to control the behavior of others as determined by the members of the social system. Established authority always resides in a status-role and not in the individual as such. The incumbent of a status-role or office cannot take the authority with him upon leaving the office.

The mayor, for example, has the capability to control the behavior of others based on the authority which the community has given to the office of mayor. The community expects the person occupying the mayoralship to have

authoritative power. One authoritative power which has been delegated to the mayor is to preside over the meetings of the city council. Upon leaving the office of mayor, the former incumbent does not have the power to preside over city council meetings.

In the ideal form the amount of authority is constant for the formal positions of the social system unless changed by the community's members. In the empirical world the amount of power exercised through formal offices may vary as the result of three factors. First, the amount of influence may interact with the amount of authority to produce variations in the amount of power exercised. Two power actors may exercise the same amount of authoritative power, but one may exercise greater social power through a greater amount of influence interacting with the formal power. Second, the formal office holder may not exercise authoritative power due to imperfect knowledge of the rights given to him by the social system. Third, the units of the social system may have imperfect knowledge of the rights which they have invested in the status-role.

Influence Influence is that capability to control the behavior of others which is not formally designated in the authority component of the status-role. Influence results from the fact that certain individual actors get into a superordinate position in relation to others because of their ability to exert their wills in relation to these subordinates and to bring sanctions to bear in ways which are beyond the authority given to them by the system if the subordinates do not conform to their wills. The capability of an actor (or actors) to influence others may reside in the individual actor and his facilities, but it does not reside in a formalized status-role of the specific system. Some examples of facilities which give the actor the capability to influence others are human relations skills, intelligence, wealth, control of mass media, reputation, religious affiliation and status within the church, family prestige, and past achievements.

For example, a middle aged man who is editor of the local newspaper may be perceived as a power actor. He is not currently holding an elective office in which the community has defined the social power which can be exercised. He is not now serving in formal offices in service organizations although he is an active member. His influence over the behavior of others in the community may rest upon his human relations skills, knowledge of the things

which need to be done, his past achievements which include serving in formal offices in service organizations, and his control over mass media. People in the community may be willing to become involved with the newspaper editor as a superordinate based upon his influence.

Persons in the community who have the most power may not be in authority positions. When the local civil defense director seeks individuals to help support a specific civil defense program, he may find the individuals with relevant social power not in authority positions.

In addition to the two major components of social power, a third major concept has been delineated for studying social power in community and county social systems. This concept is power structure.

Power structure A power structure is that pattern of relationships among individuals which enables the individuals possessing social power to act in concert to affect the decision-making of the social system on a given issue area. To clarify the concept, individuals working separately toward a common goal in the social system without communication among the individuals does not constitute a power structure.

Within the community, there is likely to be disagreement on many issues. An individual actor may not be able to exercise social power to affect the decision-making process of the community. Individuals forming patterns of relationships can exert more social power; thus, they are more nearly able to affect the course of community action.

Power structures may vary depending upon communities and issues. In some cases one power structure may legitimize most community actions. The same structure of power actors may legitimize action in business, government, industrial development, and recreational improvement. Although one power structure may legitimize action in most issue areas, other power structures may legitimize such programs as little league baseball, old settler's days, community clean-up days, and other less important issues. While one general power structure may exist, it is likely that other power structures legitimize action in less relevant issue areas.

In many communities there are many power structures. The power actors who affect the decision-making process in government may differ from the power actors who decide the course of industrial development. A general power structure which legitimizes most social action programs may not exist.

Power structures may consist of both men of influence and men of authority. For example, the power structure which initiates a new city park may consist of power actors who are men of influence and also, those who are formal office holders. The person who initiates the city park program may obtain support from the newspaper editor, who is perceived to be a power actor. He informally gives his support to the program and joins with the group in presenting the program to city council members and the mayor. The initial legitimation may climax when the formal power holders give formal approval and establish a committee for the purpose of securing land for park development. The power structure in this issue included power actors who had the capability to control the behavior of power actors who had formal power. There was interaction between men of influence and men of authority.

Related Concepts

In addition to the major concepts of the social power model which have been defined, other concepts which are relevant to social power will also be defined. The purpose of this section is to state and define additional concepts which are relevant to understanding social power.

Community actors Community actors are the people who live in the social system.

Power actors Power actors are the actors of the social system who are perceived to have social power and affect the community decision-making process. They are perceived to have more power than other actors with which to affect the decision-making process of the community.

In this report the concept of power actors will refer to men of authority, influence, or a combination of both. Power actors will refer to the actors of the social system who are perceived to have more social power to affect the community decision-making process than other community actors regardless of the bases upon which the power rests.

Personal and social characteristics Personal and social characteristics are the attributes of the community actors. The attributes may include occupation, family income, formal education, age, sex, size of household, home ownership, length of residence, military service, and political orientation. In the social system the personal and social characteristics of the community

actors will probably vary. Power actors may differ in personal and social characteristics in comparison with other community actors.

Existence of social power Existence of social power is the perception that some community actors have more social power with which to affect the community decision-making process than other community actors. For example, community actors may perceive that the local political chairman may have more power than the laborer who lives in the same precinct to affect the course of community action. Since social scientists agree that power to affect the community decision-making process is not randomly distributed, community actors are likely to perceive a small number of community members to affect decision-making in the community. Although all actors may participate in action phases of programs, a few actors may be perceived to determine the course of community action.

Legitimation Legitimation is the positive sanctioning of social action by power actors. Positive sanctioning refers to power actors approving social action which may affect changes in the community. Power actors may apply positive sanctions by initiating or giving verbal approval to new programs such as civil defense. However, they may withhold legitimizing or giving approval to new social action programs. Power actors may block the new programs which the change agent, such as the local civil defense director, desires to initiate. Failure of the change agent to legitimize new programs with the relevant power actors may result in the power actors blocking the program.

Exercise of social power Exercise of social power is the application of social power by power actors to (1) initiate, legitimize, or give approval to social actions; (2) implement decisions by participating in action phases of community programs; or (3) block community programs by withholding legitimation and resources. A banker, for example, may play a role behind the scenes in legitimizing and giving approval to the formation of an industrial development council. The banker has exercised social power to affect the community decision-making process.

At later stages when the industrial development council implements the decisions which have been made, the banker may participate in carrying out the decisions. He may participate actively on a committee to obtain new industries.

This may involve discussing the advantages of the community with representatives of prospective new industries.

The banker may not give approval to the industrial development council. In addition, he may withhold resources which are needed for the successful initiation and implementation of an industrial development program.

Power actors may participate only in the decision-making process of the community. They may not become involved in implementing or carrying out decisions. The extent to which power actors participate in both decision-making and action phases of issue areas may vary depending upon the size of community. In larger communities power actors may tend to participate largely in the decision-making process while influentials in smaller communities may participate in both decision-making and action phases. In this research study exercise of power will refer to affecting the decision-making process, participating in action phases to implement decisions, or blocking community programs.

Latent social power Latent social power is the capability of a community actor to control the behavior of others without a knowledge by the community actor that social power has been exercised. Within the community, actors make decisions and determine their course of action based on their knowledge and perceptions of other community actors. They may not choose to interact directly with the community actors who exercise social power over them and control their behavior.

The members of the industrial development council may formulate a program to obtain the support of the community's most prominent banker. They may desire financial support from the banker for the following year. In an effort to obtain the banker's full cooperation at a later point in time, the industrial development council may make decisions based on how they perceive the banker would make a similar decision. The decision may be made on the basis of the group's previous knowledge and interactions with the prominent banker. The exercise of social power by the banker in this situation constitutes latent social power.

Power actors will probably exercise latent social power over other community actors. Other community actors may be seeking to obtain rewards from power actors at some future point in time. In an effort to obtain the future support of the power actors, the community actors may make decisions based on

how they perceive the power actors would make similar decisions. Through this process power actors exercise latent social power over other actors in the social system.

Issue area Issue areas are subject matters of concern to community actors in determining the course which the community will take to achieve its ends, goals, or objectives. The issues which are considered by the community may be initiated by individual community actors, informal groups, or formal organizations. Within the social system there are different issue areas. Community issue areas may include economic, political, educational, recreational, civil defense, health, and other issues.

Community actors will probably differ in their perceptions of the relevance of issue areas for the community. In addition, the power actors will probably perceive different levels of community issues. For example, the businessmen who are among the power actors may perceive that industrial development is vital to improve the economy of the community. This issue area may be perceived by other power actors as a major issue area. At another level, some community actors may perceive that the development of a community park is relevant to the improvement of the community. The community actors who participate in the decision-making and action phases of recreational development may vary from those in the industrial development issue area. In the community there are likely to be different levels of issues and different actors concerned with each issue area.

Power actors may legitimize or initiate action in the major issue areas. They may legitimize action in industrial development, programs for retail sales increase, politics, and others. Community issues such as old settler's day, the paving of a street, or the campaign to get out the vote may not concern the power actors. An under-structure of community actors may legitimize and implement actions in lower level issues. Community actors who participate in different issue areas are likely to vary.

Monomorphic power structure Monomorphic power structure is a structure of power in which the same persons are the most powerful in different community issue areas. For example, in a monomorphic power structure power actors who affect the decision-making process in business also are the actors who affect the decision-making process in industry, education, politics, and

other major issue areas. Although the same power actors are the most powerful in each issue area, the structural relations among the top power actors may vary depending upon the issue area. A prominent educator who is among the power actors in a monomorphic power structure may play a different role in the decisions relating to industry in comparison with education. The other power actors may rely on his knowledge and resources about education; but in industry they may rely more heavily upon a banker because of his special knowledge and resources. While both the educator and the banker are a part of a monomorphic power structure, they play different roles depending upon the issue area. Each power actor in a monomorphic power structure may contribute different resources depending on the issue area.

At another level the structure of power within a single issue area may be monomorphic. Power actors in industry who make nearly all the decisions which affect the course of industrial action constitute a monomorphic power structure. While a monomorphic power structure may not exist when comparing several issues, a monomorphic power structure may exist within each issue area.

In comparing community power structures in issue areas the same power actors may be the most powerful in each issue area. However, another group of power actors may be challenging the social power which the top power actors possess. They may desire to displace the existing monomorphic power structure. In this research report a monomorphic power structure will also constitute factions only if one faction is the most powerful in the major issue areas, or in a general power structure including all issue areas.

Polymorphic power structure A polymorphic power structure is a structure of power in which different persons are the most powerful in different community issue areas. One type of a polymorphic power structure refers to different power actors in each issue area. For example, the power actors who have the most social power in industry are completely different from the power actors in other issue areas.

As used in this report, a second type of polymorphic power refers to the situation where the same persons are the decision-makers in all issue areas, but the persons perceived to have the most power in each issue area differ. A group of 20 power actors may represent the decision-makers in education, recreation, and politics. The ranking or ordering of the most powerful in each issue area may result in different persons being perceived as having

major power positions in education, recreation, and politics. This constitutes a polymorphic power structure.

Within a single issue area the structure of power may be polymorphic. In education the social power may be distributed between two factions. One faction may control the formal positions on the local school board. Another faction may have power to defeat school bond issues proposed by the school board and other school officials. The social power to affect the course of education is distributed between the two factions. The two factions within the education issue area would be defined as representing a polymorphic power structure.

Although the power structures among and within issue areas may be polymorphic, a small number of generalized power actors may appear. A few power actors may appear among the power structures in different community issue areas. For example, the newspaper editor may have social power in business, industry, politics, and education. He may affect the decisions which are made in each of these issue areas. The other power actors who are perceived to have power in each area may vary. While a few generalized power actors may appear, the power structure is defined as polymorphic if power actors generally vary depending upon the issue area.

A polymorphic power structure may also exist when there are two or more general (exercising power in a number of issue areas) power structures possessing relatively similar amounts of power. For example, if there are older age and middle age power structures each with nearly equal power and each influencing public opinion and community decisions in a number of issue areas including civil defense, this would be defined as polymorphic power structures.

Sources of power Sources of power are the bases which give a community actor the capability to control the behavior of others. The social power of power actors may rest upon various sources of power. The sources of power may include wealth, skill, knowledge, human relations abilities, authority, contact with outside influentials, and access to external community resources.

A power actor, such as a businessman, may be perceived to have social power due to knowledge of problems, economic interest in the community, long-time residence, and human relations skills. Another power actor may have as

sources of power his status-role as mayor of the community, linkages with influentials in other communities, and ability to organize and plan. Power actors may have social power based on different sources.

Power actors' participation in specific issue areas may be related to their sources of power. A power actor who is a banker will probably be concerned with industrial development due to its potential to help improve the economy of the community. A professional welfare director may be perceived to have social power in programs for the aged based on his knowledge and understanding of social problems. In initiating and planning social action programs, power actors may have sources of power which are relevant to implementing the program.

Role performances Role performances are the activities and responsibilities which power actors are expected to have fulfilled prior to becoming a power actor. Community actors may need to fulfill an expected set of roles prior to becoming a power actor. A community actor may be expected to join and participate in certain formal organizations, affiliate with a church, and participate actively in community affairs. Fulfillment of these role performances may contribute to the accumulation of power in the community.

Let us assume, for example, that a newcomer to the community desires to become a power actor. He may be expected to fulfill certain roles prior to accumulating social power. The roles may include participation in community activities, joining and participating in service organizations, and affiliating with a church. In addition, the community may expect him to conform to the community's norms. Failure to fulfill the expected role performances and conform to the community's norms may result in the failure of the newcomer to become a power actor.

In this chapter a social system model and a social power model have been defined. These two models can serve as tools to help the local civil defense director understand the relationship of community social power to local civil defense programs. The following chapter will present the methodology for studying social power in five Iowa communities.

Chapter 3

METHODOLOGY

Introduction

The objectives of this chapter are: (1) to present a brief description of the five communities which were selected for the study of social power and (2) to state the field procedures and instruments which were used for gathering data from power actors about social power and the power actors' attitudes, knowledge, sources of information, and actions in civil defense.

The Communities

In 1960 approximately 40 percent of the total population in the United States lived in places which have a population of 5,000 people or less¹. These places include both towns and villages under 5,000 and the rural areas. This represents approximately 72 million people.

The five communities selected for this study are among the places having a population of 5,000 people or less. All five communities are within the State of Iowa. The population of Iowa in 1960 was approximately 2.8 million people. Nearly 650,000 of Iowa's population lived in incorporated places of less than 5,000. Almost 475,000 of these lived in incorporated places of less than 2,500 inhabitants. Civil defense capabilities in small, ruraly oriented communities are important due to the fact that these communities play a key role in supplying the nation's food and fiber.

The five communities which were selected for the empirical study of social power are among the communities which supply the nation's food and fiber. In Table 3.1 the population data for the five places for three different time periods are presented. The five places which were selected for the study of social power ranged in population from 638 to 4,501 according to the 1960 census.

¹United States Bureau of the Census, 1960 Census of the Population, Vol. 1, Part A, pp. 1-13, (Table 7).

Table 3.1. Population of five rural places by selected periods*.

Place	County	1940	1950	1960
Prairie City	Midwest	4,006	4,432	4,501
Center Town	South	1,872	1,870	1,687
Cornerville	South	903	750	638
Annvile	South	782	761	692
Oak Town	South	1,539	1,223	1,117

*The population of incorporated places in Iowa 1900-1960. AES Project No. 1497. Iowa Agricultural and Home Economics Experiment Station and Department of Economics and Sociology cooperating, Iowa State University of Science and Technology, Ames, Iowa. 1962.

Four of the five places are located in South County². These four places represent all the communities which have a population greater than 500 in the county. The four places ranged in population from 638 to 1,687 according to the 1960 census. The population of South County was approximately 9,800 in 1960. South County is located in southern Iowa.

Center Town, the county seat, is located approximately at the geographic center of the county. The population of the community was approximately 1,700 in 1960, the largest community in South County. Center Town is the locus of political and government affairs in the county.

Cornerville, the smallest of the four communities in 1960, is located in the northwest corner of South County. It is approximately 14 miles from Center Town.

Annvile is similar to Cornerville in population. The location of Annville in the center portion of South County places it approximately seven miles southwest of the county seat, Center Town.

The second largest community in South County is Oak Town. This community of approximately 1,100 people is located in the southeast corner of the county. The community is approximately 15 miles from Center Town. The nearness of Oak Town to the border of East County places it approximately 19 miles from the county seat of East County.

Prairie City is a community of 4,501 inhabitants, according to the 1960 census. It was selected for study due to its participation in the initiation

²Throughout this report the names of the communities (Prairie City, Center Town, Cornerville, Annville, and Oak Town) and counties (Midwest and South) are pseudonyms to protect the identity of the real names.

and implementation of the Midwest County Civil Defense Exhibit. Prairie City is the dominant social and economic locus of Midwest County. As the county seat of Midwest County, Prairie City is the center of county political activities. For a detailed description of Prairie City and the county social system in which it is located the reader is referred to an earlier report in the Iowa State University Sociological Studies in Civil Defense Series, Community Power Structure and Civil Defense.

Field Procedures and Instruments

The field procedures used to identify the power actors in the five communities will be explained in this section. In addition, the procedures which were used to collect data from the power actors about social power and its relationship to civil defense programs and the local civil defense organization will be presented.* The field work involving the identification of power actors and the collection of data about social power from power actors and other community actors was carried out during the period 1962-1963. The methodology used in each of the five communities was similar.

Identifying power actors

The procedures for identifying power actors in each of the five communities involved two phases. During the first phase external community knowledgeable were interviewed. The second phase involved interviews with internal community knowledgeable.

External community knowledgeable The external community knowledgeable interviewed for each community were persons who lived outside the community and who were perceived to have a general knowledge of the community. They were interviewed for the purpose of providing basic information about social power in the community.

Specifically, the external community knowledgeable were needed for at least three reasons. First, they were asked to provide names of persons within the community who would have a broad knowledge of the community decision-making process. Second, the external community knowledgeable were

*Data upon which this report is based were obtained from several research projects: OGD Contracts, OGD-OS-62-150 and OGD-PS-65-9, and projects administered by the Iowa Agricultural and Home Economics Experiment Station and the Iowa Cooperative Extension Service.

needed to provide background information on past and present community issues. Third, they were asked to name persons whom they perceived to be power actors.

Internal community knowledgeable Based on the analysis of data obtained from external community knowledgeable, a list of persons perceived to have a broad knowledge of the community decision-making process was delineated. These community actors were designated as internal community knowledgeable. Among the internal community knowledgeable were representatives of the various institutions of each community. They included community actors in education, agriculture, communications, labor, politics, business, and government.

Before interviewing internal community knowledgeable during the second phase of the study, a formal field schedule³ was prepared. The knowledgeable schedule was designed to obtain names of persons perceived to have social power in different issue areas. The internal community knowledgeable were then interviewed and asked to name persons they perceived to have the most social power in various community issue areas. The internal community knowledgeable in Prairie City were asked to name persons whom they perceived to have the most power in the issue areas of industry, education, business promotion, recreation, government, obtaining farmer support, and general affairs.

In Center Town, Cornerville, and Annville, the issue areas included in the knowledgeable schedule were general affairs, business and industry, and county courthouse. The issue areas included in the knowledgeable schedule in Oak Town were general affairs, business and industry, county courthouse, and county hospital⁴.

Following the completion of the interviews with the internal community knowledgeable, the data were analyzed. Community actors receiving an arbitrarily established number of mentions in the various issue areas were designated as the pool of power actors in each community. The number of power actors in each community who were delineated and interviewed in each of the five communities is presented in Table 3.2.

³This schedule will be referred to hereafter as the knowledgeable schedule.

⁴A discussion of the community issue areas appears later in this chapter.

Table 3.2. Number of power actors delineated and interviewed in each of the five communities.

Community	Number delineated	Number interviewed
Prairie City	26	25
Center Town	18	18
Cornerville	18	16
Annville	16	14
Oak Town	22	19
Total	100	92

Interviews with power actors

Prior to interviewing the power actors, a field schedule⁵ was constructed. The power actor schedule was designed to provide data for testing the expected logical relationships among the concepts of the social power model. Only those parts of the power schedule which are relevant for the analysis of data in this report will be presented. A more complete description of the power schedule will appear in a forthcoming report in the Iowa State University Sociological Studies in Civil Defense Series.

The following chapters focus on three aspects of the relationship of social power to civil defense in local communities. They include the personal and social characteristics of power actors (Chapter 4), the relationship of power structures in other issue areas to the power structure in civil defense (Chapter 5), and the power actors' attitudes, knowledge, sources of information, and actions in civil defense (Chapter 6). The methodology for gathering data to study the relationships of social power to the local civil defense program in these three areas is presented below.

Personal and social characteristics The power actors in each of the five communities were asked to provide data on their personal and social attributes. Data were obtained from each power actor about his age, formal education, occupation, income, political affiliation, military service, residence in the state, residence in the community, home ownership, people living in household and number of children under 18 years. The comparison

⁵This schedule will be referred to hereafter as the power actor schedule.

of the power actors' personal and social attributes across five communities is presented in Chapter 4.

In Prairie City a random sample of community actors has also been studied in addition to the power actors. Community actors in the random sample were also asked to provide information about their personal and social attributes. A comparison of the power actors' attributes with the Prairie City random sample's attributes appears in Appendix A. The attributes which are compared include occupation, gross family income, education, political orientation, age, home ownership, number of people living in the household, and length of residence. This data will be relevant to the findings and discussion presented in Chapter 4 of this report.

Power structures One of the general hypotheses of the social power model is that power structures will vary depending upon the issue area. In order to test this relationship, data were gathered which permitted a comparison of the power structures in a number of specified issue areas. To test the relationship of power structures in different issue areas each power actor was asked to rate other power actors in his community and himself on 11 point scales designed to measure the amount of social power he perceived each power actor to have. The scale was numbered from 1 to 11. The first point was designated as no social power. The other end of the continuum was designated as very much social power.

The issue areas which were included in the power schedule in Center Town, Cornerville, Annvile, and Oak Town (the four communities in South County) were county hospital, general affairs, business and industry, courthouse, and community fallout shelter. The county hospital issue involved a county action program to build a new county hospital. It occurred in South County approximately 10 years prior to the time of the interviewing. The power structure in each community can be determined for this past issue.

Three issue areas were used to determine the present (1962-63) power structures. In rating other power actors and himself in general affairs, each power actor was asked to consider all the problems and projects which the community had in the recent past. The business and industry issue area was measured by asking each power actor to rate other power actors and himself as to the amount of social power he believed each person on the rating scale list would have in obtaining or blocking a new business in the community. The county courthouse issue involved a county action program to seek

approval for a bond issue to build a new county courthouse. This issue occurred in South County during 1962.

The fifth specified issue area included in the power actor schedule in South County was civil defense. Each power actor was asked the following question:

"Supposing that this community built a community fallout shelter in the near future, how much social power would each of the people listed below have had in this project? Circle the number to the right of each name which you believe best describes the amount of influence that person would have in such a project. Rate yourself."

Thus, a comparison of the power structure in a hypothetical future civil defense issue area can be made with the present power structures in three issue areas (general affairs, business and industry, and county courthouse), and the power structures in a past community issue area (county hospital). These relationships will be analyzed in Chapter 5.

The issue areas in Prairie City included general affairs, business and industry, politics, Midwest County Planning Commission, and the Midwest Civil Defense Exhibit. In the analysis of the civil defense exhibit as a social action program, the roles of some community power actors in the program were delineated⁶. A comparison of civil defense as an issue area with other specified issue areas in Prairie City can be made. This comparison will also be presented in Chapter 5.

Power actors' attitudes, knowledge, sources of information, and actions in civil defense The power actor schedule was designed to determine the civil defense attitudes, knowledge, sources of information, and actions of power actors in each of the five communities. Questions were asked to determine the power actors' attitudes toward (1) the possibility of nuclear war, (2) the possible local effects resulting from a nuclear war, (3) alternative civil defense programs, and (4) the power actors' responsibility in the civil defense program. The power actors also provided information on their knowledge of civil defense activities at the local level. In addition, they

⁶For a detailed analysis of the civil defense exhibit as an action program see George M. Beal, Paul Yarbrough, Gerald E. Klonglan, and Joe M. Bohlen. Social action in civil defense. Rural Sociology Report No. 34. Iowa Agricultural and Home Economics Experiment Station. Iowa State University, Ames, Iowa. 1964.

provided information on the sources of information which they said they had used to obtain information about civil defense. Data were also obtained on the extent to which power actors actively participate in local civil defense activities. Additional questions were asked to determine the power actors' family civil defense preparation.

In Appendix B the power actors' civil defense attitudes, knowledge, sources of information, and actions will be compared with the attitudes, knowledge, sources of information, and actions of other samples. The power actors will be compared with a random sample of community actors in Prairie City and a stratified random sample of community actors in Des Moines.

Summary

Five communities were selected for empirically testing the social power model. They included Prairie City, Center Town, Cornerville, Anville, and Oak Town. The field procedure used to identify the power actors in each of these five communities consisted of two phases. During the first phase external community knowledgeable were interviewed to obtain basic information about social power in each community. In the second phase the internal community knowledgeable or the persons delineated as knowledgeable about the decision-making process in each community were interviewed. The internal community knowledgeable were asked to name persons whom they perceived to have social power in various specified issue areas. All community actors receiving an arbitrarily established number of mentions in the specified issue areas were delineated as the power actor pool in each community.

The third and final phase of the field procedures consisted of interviews with the power actors. One hundred power actors were delineated in the five communities. Of this total 92 power actors were interviewed⁷. A formal field schedule (power actor schedule) was used during the interviews with power actors. The schedule was designed to gather data about the power actors' personal and social attributes. The power actors were also asked to rate other power actors and themselves as to the amount of social power they perceived each to have in various specified issue areas. This design permits

⁷ One power actor was interviewed after partial analysis of the data. The analysis in Chapters 4 and 6 is based on data from 91 power actors. The analysis of power structures in Chapter 5 is based on data from 92 power actors.

a perceived future power structure in civil defense to be compared with present and past power structures in other specified issue areas. The power actors in each community also presented data on their civil defense attitudes, knowledge, sources of information, and action.

Thus, the remainder of this report will focus on the relationship of social power to civil defense in local communities. In Chapter 4 the emphasis is on personal and social characteristics. Chapter 5 will focus on the relationship of the civil defense power structure to power structures in other specified issue areas. The focus of Chapter 6 is the power actors' civil defense attitudes, knowledge, sources of information, and actions. The final chapter will present a summary of this report.

Chapter 4

PERSONAL AND SOCIAL CHARACTERISTICS

Introduction

In initiating and implementing local civil defense programs, the local civil defense director needs to analyze the resources of the community and their possible relationship to his local civil defense programs. Failure of the local civil defense director to recognize that power actors are one of the community's resources may result in the power actors blocking the implementation of civil defense programs. It seems essential that the local civil defense director know who the community power actors are in his community and/or civil defense area. In addition, he needs to understand how they affect the community decision-making process.

A logical first step for the local civil defense director to begin to gain a knowledge and understanding of the relationship of social power and community civil defense is to determine the identities of the power actors in his local community and/or civil defense area. The following are some of the relevant questions for the local civil defense director to ask about power actors. Who are the people in my community who hold positions of authority or who have influence? What sub-systems do they represent? What is the ranking of these sub-systems in relation to each other? Will these power actors have personal and social attributes which are similar to the attributes of a random sample of people in my community? Or will the power actors probably have personal and social attributes different from a random sample of the community actors, which will enable me to identify them more easily?

If it is found that the power actors in different communities possess similar personal and social characteristics, this information could be communicated to local civil defense directors who could in turn use these data to help delineate power actors. While the power actors in different communities may have similar personal and social attributes, it should be recognized that all community actors who have similar attributes are not likely to be power actors. The important use of information about power actors' personal and social characteristics by local civil defense directors would be the delineation of a category of people in the community within which the key power actors would most likely be found.

In an attempt to determine if power actors differ from the general

populace the hypothesis that the personal and social characteristics of power actors will differ from the general populace was tested in Prairie City. In Prairie City the power actors and a random sample of community actors were compared on eight personal and social characteristics.

The two groups differed significantly on six personal and social characteristics; occupation, gross family income, education, political orientation, age, and home ownership. The power actors had higher status occupations (mainly business and professional occupations), higher incomes, more formal education, a different political orientation (more Republican), older age, and a higher percentage of home ownership than the random sample of community actors. The two groups did not differ in number of people living in the household and length of residence in the Prairie City community. It was concluded that the personal and social characteristics of power actors differed from the general populace in Prairie City.

Although the methodology in the other four communities (Center Town, Cornerville, Annville, and Oak Town) did not include interviewing a random sample of community actors, the data collected from power actors in each community included their personal and social characteristics. The power actors' personal and social attributes which are comparable in all five communities are sex, age, formal education, occupation, income, political position, military service, residence in the state, residence in the community, home ownership, number of people living in the household, and number of children under 18 years of age living in the household.

If power actors in different communities have similar personal and social characteristics, then these data may help in delineating the categories of people in which the power actors are most likely to be found. For example, if power actors in different communities tend to be in high income brackets, have business and professional occupations, and educational training beyond high school, then these data can provide the local civil defense director with some of the data needed to define the categories of people in which power actors are most likely to be found.

After delineating the power actors in his community the local civil defense director may then ascertain other personal and social characteristics of power actors. A knowledge of the personal and social characteristics may be helpful to the local civil defense director in obtaining the support and help of power actors.

To illustrate the importance of a knowledge of personal and social characteristics, two examples are presented. First, if the local civil defense director has a knowledge of the age of power actors, this may help him to delineate the possible roles which power actors may play in civil defense programs. Within the power actor pool there may be power actors whose social power is remaining the same or declining. Older power actors may be remaining the same or declining in their capability to affect the community decision-making process. The local civil defense director may find several older power actors among the community power actors. The older power actors may participate in decision-making; however, they may or may not participate in implementing action programs.

On the other hand, younger power actors may play different roles from older power actors. Although they may not participate as legitimizers, they may be active in carrying out or implementing new action programs. Younger power actors may participate in implementing action programs to increase their social power in community affairs. And the future power figures in the community are likely to be among the present younger power actors. Age may assist the local civil defense director in delineating present and future roles which power actors may play in action programs.

Second, a knowledge of the number and age of the children of power actors may also provide information which is valuable to the local civil defense director. Power actors with young children may have a greater stake in the future of the community. They may be more concerned about civil defense as an issue area due to concern for their family and the future welfare of their children.

The next section of this chapter will present the analysis of the personal and social characteristics of power actors in five communities. For each characteristic a table is presented containing the total distribution for each individual community (see Columns 2, 3, 4, 5, and 6). The total distribution for all five communities is also presented (see Column 1). Following each table the relationships among communities are discussed.

The analysis of the personal and social attributes among the five communities will be evaluated by using the chi-square statistical test. For the purposes of measurement a relationship between a personal and social characteristic and communities will be considered to exist if a chi-square value is significant at the .05 level of probability. The calculated chi-square value will be compared with the tabular (theoretical) chi-square value of 9.49 for

four degrees of freedom at the .05 level of probability¹. The tabular chi-square values for the .01 level of probability is also presented. The tabular value for four degrees of freedom at the .01 level of probability is 13.28.

If a calculated chi-square value of 9.49 or greater is obtained it will be concluded that there is a relationship between a personal and social characteristic and communities; that is, one can conclude that the personal and social characteristic of power actors varies from community to community. On the other hand, if a chi-square value of less than 9.49 is obtained, then it will be concluded that there is no relationship between a personal and social characteristic and communities; that is the power actors in the five communities have similar personal and social characteristics.

In Appendix A tables are presented which illustrate the personal and social characteristics of the 91 power actors and the personal and social characteristics of the random sample of community actors in Prairie City. This comparison illustrates the differences between power actors in five communities and a random sample of community actors in one community.

¹George W. Snedecor. Statistical methods. The Iowa State University Press, Ames, Iowa. 1956. (Table 1.14.1, page 28-29.)

Personal and Social Characteristics

Sex

Table 4.1. Sex of power actors.

Sex	(1) Total % of		(2) Prairie City % of		(3) Center Town % of		(4) Cornersville % of		(5) Annville % of		(6) Oak Town % of	
	No.	91	No.	25	No.	18	No.	16	No.	14	No.	18
Male	89	97.8	23	92.0	18	100.0	16	100.0	14	100.0	18	100.0
Female	2	2.2	2	8.0	0	0.0	0	0.0	0	0.0	0	0.0
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

No statistical test.

Eighty-nine or approximately 98 percent of the power actors were men. The data in Table 4.1 illustrate that no women appeared among the power actors in four of the five communities. In Prairie City, two women were among the 25 power actors in the sample. Power actors were predominately men.

Table 4.2. Age of power actors.

Age in years	(1) Total No. 91 % of		(2) Prairie City No. 25 % of		(3) Center Town No. 18 % of		(4) Cornervilla No. 16 % of		(5) Annville No. 14 % of		(6) Oak Town No. 18 % of	
	No.	% of	No.	% of	No.	% of	No.	% of	No.	% of	No.	% of
20-24	2	2.2	0	0.0	0	0.0	1	6.3	0	0.0	1	5.6
25-29	1	1.1	0	0.0	0	0.0	0	0.0	0	0.0	1	5.6
30-34	8	8.8	3	12.0	2	11.1	0	0.0	1	7.1	2	11.1
35-39	10	11.0	1	4.0	5	27.8	1	6.3	1	7.1	2	11.1
40-44	10	11.0	3	12.0	0	0.0	3	18.8	0	0.0	4	22.1
45-49	15	16.5	3	12.0	2	11.1	4	24.8	3	21.5	3	16.7
50-54	9	9.9	3	12.0	1	5.6	3	18.8	2	14.3	0	0.0
55-59	19	20.9	9	36.0	4	22.1	2	12.5	2	14.3	2	11.1
60-64	11	12.1	3	12.0	3	16.7	2	12.5	2	14.3	1	5.6
65-69	3	3.3	0	0.0	0	0.0	0	0.0	1	7.1	2	11.1
70-74	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
75+	3	3.3	0	0.0	1	5.6	0	0.0	2	14.3	0	0.0
TOTAL	91	100.1	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0
Mean		49.2	50.8		48.8		47.5		55.8		45.2	

Median chi-square test with 4 d.f.², chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 5.93. No significant differences among communities.

The frequency distribution of power actors by age categories is presented in Table 4.2. The mean age for the 91 power actors in five communities was 49.2 years. Nearly 60 percent of the power

²d.f. = degrees of freedom.

actors were between 40 and 59 years of age. The largest percentage (20.9) was in the 55-59 age category.

There was not a statistically significant difference in the age of power actors among the five communities. The mean ages of power actors in the five communities ranged from 45.2 years in Oak town to 55.8 years in Annville. Although there were some differences among communities, power actors tended to be middle aged or older.

Formal Education

Table 4.3. Formal education of power actors.

Education	(1) Total No. 91 % of		(2) Prairie City No. 25 % of		(3) Center Town No. 18 % of		(4) Cornerville No. 16 % of		(5) Annville No. 14 % of		(6) Oak Town No. 18 % of	
	No.	% of 91	No.	% of 25	No.	% of 18	No.	% of 16	No.	% of 14	No.	% of 18
8th Grade or less	4	4.4	1	4.0	1	5.6	0	0.0	2	14.3	0	0.0
Some High School (9-11)	2	2.2	0	0.0	0	0.0	1	6.3	0	0.0	1	5.6
H.S. Graduate (12)	35	38.5	5	20.0	4	22.2	9	56.1	8	57.1	9	50.0
Some College (13-15)	23	25.3	10	40.0	4	22.2	3	18.8	2	14.3	4	22.1
College Graduate (16)	11	12.1	6	24.0	2	11.1	0	0.0	2	14.3	1	5.6
Graduate Work (17-19)	16	17.5	3	12.0	7	38.9	3	18.8	0	0.0	3	16.7
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0
Mean	13.8		14.3		15.0		13.0		12.1		13.7	

Median chi-square test, with 4 d.f., chi-square significant at .05 level ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 8.31. No significant differences among communities.

The mean formal education for power actors was 13.8 years. Over 90 percent of the power actors had a formal education of 12 years or more. Approximately 30 percent of the 91 power actors were college graduates.

Although there were some differences among communities, there was not a statistically significant difference in the formal education of power actors in the five communities. There was a tendency for the power actors in Prairie City and Center Town to have more formal education than power actors in the other three communities.

This difference in formal education of power actors among the five communities may be due to differences in the social systems. Prairie City and Center Town are larger than the other three communities. They have larger retail businesses and more wholesale distributors than Cornerville, Annville, and Oak Town. Specialized services such as county government and medical services are also provided in Prairie City and Center Town. As a result of being more complex communities, and providing specialized services, and a slightly different occupational structure, Prairie City and Center Town had more power actors with a greater amount of education than the power actors in the other three communities. While some differences among communities existed, there was a tendency for power actors in all communities to have 12 or more years of formal education.

Occupation

Table 4.4. Occupational affiliation of power actors by categories.

Occupation	(1) Total % of No. 91		(2) Prairie City % of No. 25		(3) Center Town % of No. 18		(4) Cornerville % of No. 16		(5) Annville % of No. 14		(6) Oak Town % of No. 18	
	No.	% of 91	No.	% of 25	No.	% of 18	No.	% of 16	No.	% of 14	No.	% of 18
Government	9	9.9	2	8.0	1	5.6	1	6.2	2	14.3	3	16.7
Professional	6	6.6	1	4.0	4	22.2	0	0.0	0	0.0	1	5.6
Business	58	63.7	13	52.0	11	61.1	14	87.6	10	71.4	10	55.6
Education	2	2.2	1	4.0	0	0.0	0	0.0	0	0.0	1	5.6
Agriculture	8	8.8	4	16.0	2	11.1	0	0.0	2	14.3	0	0.0
Communications	5	5.5	3	12.0	0	0.0	1	6.2	0	0.0	1	5.6
Others	3	3.3	1	4.0	0	0.0	0	0.0	0	0.0	2	11.1
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.2

No statistical test.

The occupational data on power actors were analyzed into seven categories: government, professional, business, education, agriculture, communications, and others. The percentages of power actors in each community who were in each occupational category may be observed in Table 4.4. Over 60 percent or 58 of the 91 power actors were businessmen. The percentages in business ranged from 52.0 percent in Prairie City to 87.6 percent in Cornerville. Nine of the power actors categorized as businessmen were bankers (includes both bank presidents and bank cashiers). The largest proportion of the businessmen were owners or presidents of small businesses which provide goods and services for both the local town and the surrounding rural areas. Thirty-six of 58 businessmen were engaged as food store owners, owners and operators of small department stores, funeral directors, petroleum distributors, and farm suppliers. Five power actors who were classified as businessmen were business or production managers. Salesmen, including insurance salesmen and real estate agents, provided

eight of the 58 power actors who were categorized as businessmen. In comparison with the other categories, business provided the greatest percentage of power actors.

Government provided 9.9 percent or 9 of the 91 power actors' occupations. Three of those in this category were mayors. Two power actors with a governmental occupation were judges; two were postmasters; one was a state legislator; and another was a county auditor.

Eight power actors were engaged in agriculture. In this category were five farmers, one retired farmer, one farm manager, and a county agricultural extension agent. The professional category provided six power actors of which four were lawyers. The other two professionals were a doctor and a veterinarian.

The communications category provided five of the 91 power actors. Three of these five were owners and editors of weekly newspapers while another occupied the position of newspaper business manager. One power actor was the manager of a local radio station.

Two power actors were in educational occupations. One was the superintendent of a community school system while the other one was employed as a school teacher. Three power actors were in other occupations. They included a barber, school bus driver, and a housewife.

Some differences existed in the comparison of the five communities. Four power actors (three lawyers and a veterinarian) in Center Town were in the professional category. One power actor, a lawyer, was among the power actors in Prairie City. In Oak Town a medical doctor was the only professional who was a power actor. There were no professionals among the power actors in Cornerville and Annville.

The differences in professionals among the power actors may be due to differences in the communities. While all five communities serve primarily as service centers for agricultural areas, Center Town and Prairie City have larger retail services and more wholesale distributors. In addition, these communities provide specialized services such as county government and medical services. The larger, more complex and diversified social systems of Center Town and Prairie City may contribute to the increased number of professionals among power actors in these two communities.

Four power actors in Prairie City were in agriculture. In two communities (Cornerville and Oak Town) no power actors were from agriculture. One of the issue areas used in the analysis of social power in Prairie City was politics. Two farmers in Prairie City participated as past and present chairman of the Republican Party in Midwest County. As party officials they had influenced decision-making in politics.

While some differences occurred among communities in the number of professionals and farmers among the power actors, there was a tendency in all communities for businessmen to predominate among the power actors. Although the data as presented in Table 4.4 does not meet the criteria for a chi-square statistical analysis, it is the authors' judgment that the occupations of the power actors in five communities were similar.

Income

Table 4.5. Mean gross family income of power actors averaged over a three year period.

Income	(1) Total % of		(2) Prairie City % of		(3) Carter Town % of		(4) Cornerville % of		(5) Annville % of		(6) Dek Town % of	
	No.	91	No.	25	No.	18	No.	16	No.	14	No.	18
1 - 999	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
1,000 - 1,999	1	1.1	0	0.0	0	0.0	0	0.0	0	0.0	1	5.6
2,000 - 2,999	2	2.2	0	0.0	0	0.0	1	6.3	0	0.0	1	5.6
3,000 - 3,999	5	5.5	0	0.0	0	0.0	1	6.3	2	14.3	2	11.1
4,000 - 4,999	8	8.8	1	4.0	0	0.0	2	12.5	2	14.3	3	16.7
5,000 - 4,999	9	9.9	1	4.0	1	5.6	2	12.5	4	28.8	1	5.6
6,000 - 6,999	10	11.0	1	4.0	0	0.0	4	24.8	0	0.0	5	27.5
7,000 - 7,999	3	3.3	0	0.0	0	0.0	0	0.0	2	14.3	1	5.6
8,000 - 8,999	5	5.5	3	12.0	1	5.6	0	0.0	1	7.1	0	0.0
9,000 - 9,999	9	9.9	4	16.0	2	11.1	1	6.3	0	0.0	2	11.1
10,000 - 11,999	10	11.0	2	8.0	6	33.2	1	6.3	1	7.1	0	0.0
12,000 - 13,999	4	4.4	1	4.0	0	0.0	2	12.5	1	7.1	0	0.0
14,000 - 15,999	7	7.7	4	16.0	0	0.0	2	12.5	1	7.1	0	0.0
16,000 - 20,999	7	7.7	3	12.0	4	22.2	0	0.0	0	0.0	0	0.0
21,000 - 25,999	5	5.5	3	12.0	2	11.1	0	0.0	0	0.0	0	0.0
26,000 - 30,999	3	3.3	2	8.0	0	0.0	0	0.0	0	0.0	1	5.6
31,000 - 34,999	1	1.1	0	0.0	1	5.6	0	0.0	0	0.0	0	0.0
35,000 +	2	2.2	0	0.0	1	5.6	0	0.0	0	0.0	1	5.6
TOTAL	91	100.1	25	100.0	18	100.0	16	100.0	14	100.1	18	100.0
Mean		\$11,291		\$14,320		\$16,000		\$8,031		\$7,179		\$8,472

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 26.27. Significant difference among communities.

The mean gross family income for the 91 power actors was \$11,291. The largest percentage of the power actors (39.6 percent) had a mean gross family income between \$5,000 - \$9,999. Approximately 35 percent had a mean gross family income between \$10,000 - \$25,999.

There was a statistically significant difference for the comparison of the gross family income of power actors in five communities. Power actors in Prairie City and Center Town had mean gross family income of \$14,320 and \$16,000. In Cornerville, Annville, and Oak Town the power actors had mean gross family incomes of \$8,031, \$7,179, and \$8,472. Over 30 percent of the power actors in Prairie City and nearly 45 percent of the power actors in Center Town had a mean gross family income greater than \$16,000. Only 11.2 percent of the power actors in Oak Town and no power actors in Annville and Cornerville had a gross family income greater than \$16,000. The differences in mean gross family income may be due to the differences in the communities. These differences were noted in the discussion of both formal education and occupations. Significant differences occurred when comparing the mean gross family income of power actors in the five communities.

Political Orientation

Table 4.6. Political orientation of power actors.

Political orientation	(1) Total No. 91 % of 91		(2) Prairie City No. 25 % of 25		(3) Center Town No. 18 % of 18		(4) Cornerville No. 16 % of 16		(5) Annville No. 14 % of 14		(6) Oak Town No. 18 % of 18	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Conservative Rep.	28	30.8	9	36.0	8	44.2	4	25.0	5	35.8	2	11.1
Liberal Rep.	22	24.2	9	36.0	3	16.7	3	18.8	2	14.3	5	27.5
Indep., but close to Cons. Rep.	8	8.8	1	4.0	1	5.6	2	12.2	1	7.1	3	16.7
Indep., but close to Lib. Rep.	4	4.4	2	8.0	0	0.0	1	6.3	0	0.0	1	5.6
Independent	6	6.6	3	12.0	1	5.6	1	6.3	3	0.0	1	5.6
Indep., but close to Cons. Dem.	3	3.3	0	0.0	0	0.0	1	6.3	1	7.1	1	5.6
Indep., but close to Lib. Dem.	3	3.3	0	0.0	1	5.6	0	0.0	1	7.1	1	5.6
Conservative Dem.	10	11.0	1	4.0	1	5.6	3	19.8	2	14.3	3	16.7
Liberal Dem.	7	7.6	0	0.0	3	16.7	1	6.3	2	14.3	1	5.6
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 4.16. No significant differences among communities.

Fifty-five percent or 50 of the 91 power actors were either conservative or liberal Republican. Nearly 20 percent or 17 of the power actors listed themselves as conservative or liberal Democrats. Approximately 25 percent of the power actors stated their political orientation was independent or independent but leaning toward either a Republican or Democratic position.

In comparing the political orientation of power actors in five communities, there was not a

statistically significant difference. Some trends existed in comparing the five communities. Prairie City had the highest percentage (72 percent) of Republicans among its power actors. Only 4 percent of the power actors in Prairie City were Democratic in their political viewpoint. There was a higher percentage of power actors who were members of the Democratic Party in the other four communities. The percentages were 22.3 percent in Center Town, 25.1 percent in Cornerville, 28.6 percent in Annville, and 22.3 percent in Oak Town. Although some differences existed among the five communities, power actors tended to be Republican in their political orientation.

Military Service

Table 4.7. Military service of power actors.

Military service	(1) Total % of		(2) Prairie City % of		(3) Center Town % of		(4) Cornersville % of		(5) Annville % of		(6) Oak Town % of	
	No.	91	No.	25	No.	18	No.	16	No.	14	No.	18
No	48	52.7	16	64.0	8	44.4	6	37.5	10	71.4	8	44.4
Yes	43	47.3	9	36.0	10	55.6	10	62.5	4	28.6	10	55.6
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Chi-square test with 4 d.f., chi-square significant at .05 level if 9.49, at .01 if 13.28.
Calculated chi-square = 6.69. No significant differences among communities.

Nearly 50 percent or 43 of the 91 power actors have had military service. In Center Town, Cornersville, and Oak Town more than 50 percent of the power actors had served in the armed forces. In Prairie City and Annville less than 50 percent of the power actors had had military service. There was not a statistically significant difference in the comparison of the five communities. The military service of power actors in the five communities tended to be similar.

Residence in the Community

Table 4.8. Length of residence of power actors in their communities.

No. of years in community	(1) Total % of 91		(2) Prairie City % of 25		(3) Center Town % of 18		(4) Cornerville % of 16		(5) Annville % of 14		(6) Oak Town % of 18	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
0-4	5	5.5	0	0.0	1	5.6	0	0.0	1	7.1	3	16.5
5-9	5	5.5	1	4.0	1	5.6	1	6.3	1	7.1	1	5.6
10-14	9	9.9	3	12.0	1	5.6	2	12.5	2	14.4	1	5.6
15-19	14	15.4	5	20.0	1	5.6	2	12.5	2	14.4	4	22.2
20-24	6	6.6	0	0.0	1	5.6	2	12.5	1	7.1	2	11.1
25-29	8	8.8	4	16.0	3	16.7	0	0.0	0	0.0	1	5.6
30-34	6	6.6	4	16.0	1	5.6	0	0.0	1	7.1	0	0.0
35-39	5	5.5	0	0.0	3	16.7	1	6.3	0	0.0	1	5.6
40-44	9	9.9	2	8.0	0	0.0	3	18.7	0	0.0	4	22.2
45-49	4	4.4	1	4.0	0	0.0	2	12.5	1	7.1	0	0.0
50-54	5	5.5	0	0.0	1	5.6	3	18.7	1	7.1	0	0.0
55-59	10	11.0	5	20.0	3	16.7	0	0.0	1	7.1	1	5.6
60-64	2	2.2	0	0.0	1	5.6	0	0.0	1	7.1	0	0.0
65-69	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0	0	0.0
70 +	3	3.3	0	0.0	1	5.6	0	0.0	2	14.4	0	0.0
TOTAL	91	100.1	25	100.0	18	100.5	16	100.0	14	100.0	18	100.0
Mean	31.3		31.3		35.6		32.0		35.3		23.8	

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 .
 Calculated chi-square = 2.50. No significant differences among communities.

The mean length of residence of power actors in their communities was 31.3 years. Approximately 45 percent of the power actors have resided 24 years or less in their communities. About

35 percent of the power actors have lived in their communities between 25 and 49 years. Over 20 percent have lived 50 or more years in their communities. The power actors have resided in the state of Iowa an average of 42.2 years.

There was a tendency for the power actors in Oak Town to have resided a fewer number of years in their community in comparison with power actors in other communities. In Oak Town the mean length of residence was 23.8 years. The mean length of residence of power actors in the other four communities ranged from 31.3 years in Prairie City to 35.6 years in Center Town. Although some differences existed, there was not a statistically significant difference among the length of residence of power actors in the five communities.

Home Ownership

Table 4.9. Home ownership of power actors.

(1) Total % of 91		(2) Prairie City % of 25		(3) Center Town % of 18		(4) Cornerville % of 16		(5) Annville % of 14		(6) Oak Town % of 18	
Home ownership	No.	No.		No.		No.		No.		No.	
No	3	3.3		1	5.6	0	0.0	0	0.0	0	0.0
Yes	88	96.7		17	94.4	16	100.0	14	100.0	18	100.0
TOTAL	91	100.0		18	100.0	16	100.0	14	100.0	18	100.0
No statistical test.											

Over 95 percent of the 91 power actors owned their own homes. In three of the five communities all power actors owned their own homes. Two of the 25 power actors in Prairie City and one of the 18 power actors in Center Town did not own their own homes. All but a very small number of the power actors in the five communities owned their homes.

People Living in Household

Table 4.10. Number of people, including children, living in household.

Size of household	(1) Total % of		(2) Prairie City % of		(3) Center Town % of		(4) Cornerville % of		(5) Annville % of		(6) Oak Town % of	
	No.	91	No.	25	No.	18	No.	16	No.	14	No.	18
1	3	3.3	0	0.0	0	0.0	0	0.0	2	14.3	1	5.6
2	37	40.7	14	56.0	7	38.9	4	25.0	6	42.9	6	33.3
3	17	18.7	2	8.0	2	11.1	7	43.8	4	28.6	2	11.1
4	17	18.7	3	12.0	1	5.6	4	25.0	1	7.1	8	44.4
5	8	8.8	0	0.0	6	33.3	1	6.2	1	7.1	0	0.0
6	4	4.4	2	8.0	2	11.1	0	0.0	0	0.0	0	0.0
7	3	3.3	3	12.0	0	0.0	0	0.0	0	0.0	0	0.0
8	2	2.2	1	4.0	0	0.0	0	0.0	0	0.0	1	5.6
TOTAL	91	100.1	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0
Mean		3.3		3.5		3.6		3.1		2.5		3.3

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 .
Calculated chi-square = 3.59. No significant difference among communities.

The average number of people, including children, living in a power actor's home is 3.3. Approximately 40 percent of the 91 power actors had two people living in their households. About 55 percent of the power actors had three or more people living in their households.

There was not a statistically significant difference in number of people living in the households of power actors in comparing the five communities. The means of people living in the household for the five communities ranged from 2.5 in Annville to 3.6 in Center Town. The number of people living in the power actors' homes in the five communities was similar.

Number of Children Under 18 Years

Table 4.11. Number of children under 18 years of age.

No. of children	(1) Total % of		(2) Prairie City % of		(3) Center Town % of		(4) Cornerville % of		(5) Annville % of		(6) Oak Town % of	
	No.	91	No.	25	No.	18	No.	16	No.	14	No.	18
0	41	45.1	14	56.0	8	44.4	5	31.3	7	50.0	7	38.9
1	18	19.8	3	12.0	1	5.6	6	37.5	6	42.9	2	11.1
2	16	17.6	2	8.0	2	11.1	4	25.0	0	0.0	8	44.4
3	8	8.8	0	0.0	6	33.3	1	6.2	1	7.1	0	0.0
4	3	3.3	2	8.0	1	5.6	0	0.0	0	0.0	0	0.0
5	3	3.3	3	12.0	0	0.0	0	0.0	0	0.0	0	0.0
6	2	2.1	1	4.0	0	0.0	0	0.0	0	0.0	1	5.6
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0
Mean	1.2		1.4		1.5		1.0		0.6		1.3	

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 2.85. No significant differences among communities.

Power actors had an average of 1.2 children under 18 years of age. Approximately 45 percent of the power actors had no children under 18 years of age. Nearly 20 percent had one child under 18 years of age. Approximately 35 percent had two or more children under 18 years of age.

There was not a statistically significant difference when comparing the number of children which power actors have under 18 years of age in the five communities. The means for number of children under 18 years of age ranged from .6 in Annville to 1.5 in Center Town. Power actors in the five communities tended to have a similar number of children under 18 years of age living in their household.

Summary

The personal and social characteristics of community members are important variables for understanding the social structure of the community. The community actors who have social power to affect the community decision-making process may differ in personal and social attributes from other community members. In one community, Prairie City, the power actors differed significantly from a random sample of community actors in occupation, gross family income, education, political views, age, and home ownership. It was concluded that the power actors differ from the general populace in personal and social attributes.

The objective of this chapter was to compare the personal and social characteristics of power actors in five Iowa communities. The power actors in the five communities were found to have similar personal and social attributes. No statistically significant differences were found among the power actors in five communities when the following variables were analyzed: sex, age, formal education, political orientation, military service, residence in state, residence in the community, home ownership, people living in the household, and number of children under 18 years of age.

The power actors were predominantly men with only two women among the 91 power actors interviewed. Nearly 60 percent were between 40 and 59 years of age. Over 90 percent of them had 12 years or more of formal education; approximately 30 percent had college degrees. Fifty-five percent of the power actors were Republican in their political orientation, while nearly 20 percent were Democratic in their political orientation. About 50 percent of the power actors had served in the military service. Power actors tended to be long time residents of both their state and community. Over 95 percent of the power actors owned their own homes. Fifty-five percent of the power actors had three or more people living in their households. Approximately 45 percent of the power actors had no children under 18 years of age.

Power actors in the five communities were largely engaged in business occupations. Approximately 63 percent were engaged in business, 10 percent in government, 9 percent in agriculture, 7 percent in professional occupations, 6 percent in communications, 2 percent in education, and 3 percent in other occupations (barber, school bus driver, and housewife).

Some differences occurred among the occupations of the power actors in the five communities. Professionals provided power actors in three communities,

while no professionals were among the power actors in two communities.

Power actors differed in mean gross family income. In Prairie City and Center Town the mean gross family income was \$14,320 and \$16,000. The mean gross family income in Cornerville, Annville, and Oak Town was respectively, \$8,031; \$7,179; and \$8,472.

The differences in occupations and gross family income of power actors among the five communities may be due to differences in the communities. Prairie City and Center Town are larger, more complex social systems in comparison with the other three communities. They have larger retail businesses and more wholesale distributors than Cornerville, Annville, and Oak Town. Specialized services such as county government and medical services are also provided in Prairie City and Center Town.

Although some differences occurred among the gross family income and occupations of the power actors in the five communities, the power actors did not differ significantly on nine personal and social attributes. It is concluded that the personal and social attributes of power actors in the five communities are similar.

A comparison of the power actors with a random sample of community actors in one community (Prairie City) pointed out that the personal and social attributes of a random sample differed significantly from the personal and social attributes of power actors. If these data are communicated to local civil defense directors, it could help them delineate categories of people within the community in which power actors are most likely to be located.

There are likely to be businessmen, governmental employees, and professionals among the key power figures in the community. While key power figures may predominantly have the occupations of businessman, governmental expert, or professional, the local civil defense director should not ignore the possibility of key power figures being in other occupational groups. Power actors are likely to be found in the middle and upper income brackets and have a formal education beyond the high school level.

After delineating community power figures it may be valuable for the local civil defense director to obtain further data about power actors. A knowledge of the power actors' personal and social attributes such as sex, age, political position, military service, length of residence in the community and the state, home ownership, number of people living in the household,

and number of children living in the household may be useful information in determining likely roles which power actors may play in future civil defense programs.

The following chapter will focus on the relationship of power structures in various non-civil defense community issue areas to the power structure in civil defense.

Chapter 5

CIVIL DEFENSE AND OTHER ISSUE AREAS

Introduction

The community is a complex social system. Within each community the community actors participate in various sub-systems which are integrated into the total community as a social system. The sub-systems of the community may include families, neighborhood groups, businesses, industries, churches, government, schools, formal organizations, fire departments, the local civil defense organization, and power actors who may be considered as a sub-system. If the change agent is to affect the community decision-making process and bring about changes in the behavior of community members, he needs to have a knowledge and understanding of the community's sub-systems and the systemic linkages among these sub-systems. An understanding of the sub-systems and their linkages should aid the change agent in developing programs which may bring about a change in the behavior of community actors and their sub-systems.

The local civil defense director is responsible for linking the civil defense program to the local community. The success of this linkage may be partially due to the ability of the local civil defense director to involve the community actors and their various sub-systems in the community's civil defense program. The community civil defense organization, as a community sub-system, needs to involve other sub-systems and community actors to achieve the objectives of civil defense programs.

Power actors who affect the community's decision-making process may have the capability to bring about changes in the behavior of community actors and their sub-systems. Although it is highly unlikely that power actors can bring about behavioral changes in all of the community actors and their sub-systems, they may change the behavior of groups of community actors and sub-systems. Power actors, as community members, participate in the community's various sub-systems and they may serve as links among sub-systems. Their membership and linkage in the various sub-systems may place them in a position in which they can bring about changes within the community.

In order to affect the community decision-making process and bring about behavioral changes in the community, community actors interact together and work toward the achievement of common goals. Power actors may form patterns of relationships to affect community decision-making. A power structure is

that pattern of relationships among individuals which enables the individuals possessing social power to act in concert to effect the decision-making of the social system on a given issue area.

The community is involved with many issue areas which require decision-making. In each community, decisions are made in different issue areas, such as industrial development, school improvements, recreational development, community chest drives, highway improvements, civil defense programs, and other issue areas. Within some communities one general power structure may exercise social power in most community issue areas. They may have the capability to affect the decision-making process on different issue areas and determine the course of social change in different issue areas. This type of power structure is referred to as a monomorphic power structure.

On the other hand, within some communities there may be different power structures. Power structures may vary from issue area to issue area. The power actors who act in concert to affect the decision-making process in business and industry may not have social power in other issue areas. A power structure within a community which varies from issue area to issue area is referred to as a polymorphic power structure.

The issue areas in a community often vary in their relevance to the community. Some issue areas may have higher priority and be of greater importance to community actors (members without or with only limited social power) and power actors than other community issue areas. Thus, there are likely to be different levels of community issue areas. For example, the obtaining of a new industrial plant may have greater priority as an issue area in the value system of many community actors in comparison to an Old Settler's Day program as a community issue area.

The power actors usually play different roles in the initiation and implementation of community social action programs. In the early stages of implementing social action programs in the community, the change agent, such as the local civil defense director, needs to obtain legitimation for the program. Legitimation as used here refers to giving sanction (authority or justification) for the action program. In the community there usually is a formal legitimation structure and an informal legitimation structure.¹ Power

¹George M. Beal. How does social change occur? Cooperative Extension Service, RS-284, Iowa State University of Science and Technology, Ames, Iowa, 1958. (A reprint from: A Base Book for Agricultural Adjustment in Iowa. Part III--The Opportunities. Special Report No. 22, Iowa State University of Science and Technology, Ames, Iowa. 1957.)

actors may play roles in either or both the formal legitimation structure and the informal legitimation structure. If the change agent fails to legitimize the social action program with the relevant power actors, he may find that they may throw their resources into the blocking of the program.

Power actors may or may not play the role of implementer in social action programs. The relevant power actors who legitimize social action programs often will not put forth any effort to help initiate or carry out the action program. They may not contribute resources of subject matter, competence, time, energy, or influence.

The local civil defense director needs to understand these roles which power actors may play in different community issue areas. Usually, the power actors of a community do not become involved to the same extent in all levels of community issue areas. Power actors may play different roles from issue area to issue area. They may participate in a given issue area only through legitimation. They may or may not give their approval to a specific community issue. Some power actors may participate in both legitimation and action phases of a specific community issue.

It seems essential for the local civil defense director to have a knowledge and understanding of the power structures and the roles which power actors may play in different issue areas. In addition, the local civil defense director needs to understand the relationship of power structures in other issue areas to the power structure in civil defense as an issue area. Several relevant questions may be asked about community power structures and their relationship to civil defense as an issue area.

Does one power structure affect the decision-making process in most community issue areas? Or, do power structures vary from one issue area to another issue area? Do power actors affect decision-making in different levels of community issues? What is the likely relationship of civil defense as an issue area to the power structures in other issue areas?

What roles have power actors played in community issue areas? Have power actors participated as legitimizers of social action? And have power actors participated in the various implementation stages of community social action programs? What roles might power actors play in legitimizing and implementing civil defense programs? Answers to these questions should provide the local civil defense director with data that will assist in delineating power actors who may play key roles in civil defense programs.

The objective of this chapter is to determine and analyze the relationships

of the power structures in various non-civil defense issue areas to the community power structures in civil defense.

Procedure

In Chapter 4 the power actors in the five different communities were found to have similar personal and social characteristics. Since the power actors were found to have similar personal and social characteristics, they will be considered as one sample from a "population" of community power actors. In the analysis of South County the perceived civil defense power structure will be compared to the power structures in other issue areas. Since insufficient ratings were made in the Midwest County Civil Defense Exhibit in Prairie City, a comparison of civil defense (using mean power values) with other issue areas in Prairie City cannot be made. Therefore, only the 67 power actors in the four communities of South County can be considered as one sample for the comparison of ratings in civil defense with ratings in other issue areas.

The relationship of the civil defense power structure to other community issue areas will be analyzed by (1) considering the 67 power actors as one sample and (2) correlating the mean power values of the 67 power actors in civil defense with their mean power values in general affairs, business and industry, county hospital, and county courthouse. A mean power value was determined for each South County power actor in each of the five issue areas. The mean power value was calculated by (1) summing the ratings which other power actors made of each power actor and (2) dividing this total by the number of power actors rating the power actor. The power actors' perceptions of their own power were not included in the analysis. After determining the mean power values for each power actor a comparison of mean power values between issue areas can be made. In comparing and evaluating the relationship between civil defense and each of the other four issue areas, the product-moment coefficient of correlation will be used. The statistical relationship will be evaluated at the .05 level of probability.

Following the statistical evaluation, a descriptive comparison of the top five power actors in civil defense with their rankings in each of the other issue areas will be presented for each community. This comparison will also focus on the relationship of the top five power actors in civil defense to their participation or non-participation in two social action programs, the county hospital and the county courthouse issue areas. The extent to

which power actors may have played the roles of legitimizer or implementer or both will be analyzed.

Although insufficient ratings were made in Prairie City to permit a statistical analysis of the Midwest Civil Defense Exhibit with other issue areas in Prairie City, some power actors participated in the decision-making and implementation stages of the Midwest County Civil Defense Exhibit. A comparison of these power actors with their rankings in general affairs, industry, and politics can be made. The power actors in general affairs, industry, and politics will be ranked according to mean power values. This procedure permits a descriptive comparison of the power actors who participated in the Midwest County Civil Defense Exhibit with their ranking in other community issues in Prairie City.

The following section will focus on the comparison of civil defense power structures to power structures in other issue areas in South County.

Civil Defense and Power Structures in South County

The statistical comparison of the mean power values in civil defense to the mean power values in each of the other four issue areas in South County is presented in Table 5.1.

Table 5.1. Correlation values for the comparison of civil defense with four other issue areas in South County.

	General affairs	Business and industry	County hospital	County courthouse
Civil defense	.651**	.629**	.275*	.608**

*Significant at the .05 level.

**Significant at the .01 level.

The correlations between civil defense and general affairs, civil defense and business and industry, and civil defense and the county courthouse are significant at the .01 level of probability. The mean power values for power actors on civil defense were positively related to the mean power values of power actors on general affairs, business and industry, and county courthouse. The power actors as a group perceived that power actors who had the most power

in general affairs, business and industry, and the county courthouse issue areas would likely have the most power in building a community fallout shelter in the near future.

The correlation between civil defense and the county hospital issue area was significant at the .05 level of probability. In Table 5.1 the correlational value of .275 for the comparison of civil defense and county hospital was lower than the comparison of civil defense with the other issue areas. Earlier, it was pointed out that the county hospital issue occurred approximately ten years prior to the time of the interviews. During the intervening period changes had occurred in the power structures of the communities. Some power actors who were perceived to have social power in civil defense were not living in their communities at the time of the county hospital issue. These power actors were assigned a mean power value of zero for the county hospital area. Although some power actors who had no social power in the county hospital were perceived to have social power in civil defense, the correlation between the two issues was significant at the .05 level of probability. There was a positive relationship between the power structure of the past county hospital issue and a possible civil defense issue in the near future. The power structures in general affairs, business and industry, county courthouse, and county hospital were positively related to the perceived power structure in a future civil defense issue, the building of a community fallout shelter.

Center Town²

When the perceived top five power actors in civil defense are compared to their rankings in other issue areas, differences in power actors are found (see Table 5.2). Power actors A, C, and D are generally among the top five power actors in each of the five issue areas. Power Actor D was the only power actor among the top five in civil defense to rank among the top five in each of the other four issue areas. Although Power Actor A did not live in the community at the time of the county hospital issue, he ranked among the top five power actors in civil defense, general affairs, business and industry, and county courthouse. Power Actor C ranked among the top five

²The following discussion on power structures in Center Town is based on the findings of Ronald C. Powers. His analysis of social power in Center Town is presented in an unpublished Ph.D. dissertation, Library, Iowa State University of Science and Technology, Ames, Iowa. 1963.

power actors in all issues except county courthouse. Power Actor F was not generally among the top five power actors in other issue areas.

Power Actor B, who ranked second in civil defense, was serving as the South County civil defense director. He ranked fourth in the county courthouse issue area. He was not among the top power actors in the general affairs, business and industry, and county hospital issue areas.

Table 5.2. Center Town. Comparison of the top five power actors in civil defense with their rankings in other issue areas.

Power actor	Community fallout shelters rank	General affairs rank	Business and industry rank	County hospital rank	County courthouse rank
Power Actor A	1	2	3*	**	1
Power Actor B	2	9***	12	10	4
Power Actor C	3	3	2	1	7
Power Actor D	4	1	1	2	2
Power Actor E	5	15	14	12	15

*Power Actor A was tied for third rank with another power actor.

**Power Actor A was not living in Center Town at the time of the county hospital issue.

***Power Actor B was tied for ninth rank with another power actor.

Power Actors A, C, and D played roles in legitimizing and implementing the county hospital and county courthouse action programs. In the county hospital issue, Power Actor C participated as chairman of the hospital drive and in addition he contacted people soliciting their contributions for building a new hospital. Both Power Actors A and D worked together for the passage of the courthouse bond issue. Power Actor D is a judge and the father of Power Actor A. Power Actor D took two weeks from court activities to actively campaign throughout Center Town and South County. One power actor stated that Power Actors A, C, D, and one other power actor formed the hard core of leadership in the Center Town community. Power Actor B ranked second in civil defense; but he ranked among the top five power actors in only one other issue (county courthouse). Power Actor E ranked fifth in civil defense, although he did not appear among the top five in the other four issue areas.

In order to compare power structures in different levels of community issues in Center Town a comparison of the major power actors in the courthouse issue with the key community actors who participated in the Center Town

trading stamp plan issue was made. One Center Town power actor was the initiator and executor of the trading stamp plan. He was assisted by three other community actors, none of whom were identified as community power actors.

In another "lower level" issue, that of implementing an Old Settler's Day program, the six major power actors in the courthouse issue area were not among the community actors who played key roles in the Old Settler's Day issue.

A comparison of the top power actors in the past county hospital issue with the key community actors in both the Center Town trading stamp plan and the Center Town Old Settler's Day was made. The key power actors in the county hospital issue were generally not involved in the initiation and action phases of either the stamp plan or Old Settler's Day. Power Actor C who ranked among the top power actors in both the civil defense and county hospital issue areas, contributed time and money to Old Settler's Day, but he was not one of the key community actors in the event. Although the power actors played major roles in legitimation and implementation in the county courthouse and county hospital issue areas, they tended to play limited roles in the trading stamp plan and Old Settler's Day as issue areas.

The comparison of power structures in major issue areas such as the county courthouse and the county hospital with lower level issues such as the trading stamp plan and Old Settler's Day suggests that the power actors in Center Town do not exercise social power in all levels of community issues. The extent to which power actors become involved in community issue areas is likely to depend upon the level and relevance of the issue area to the individual power actors. Thus, the extent to which the power actors become involved in civil defense as an issue area may depend upon the priority which power actors give civil defense in comparison to the various other issue areas which concern the community.

In summary, there is a relationship in Center Town between the top five power actors in the perceived community fallout shelter issue area and the other issue areas (general affairs, business and industry, county hospital, and county courthouse). Three of the perceived top five power actors in civil defense were among the top five power actors in the other issue areas. Two power actors who were among the top five power actors in civil defense were generally not among the top five power actors in the other issue areas. The top five power actors in the perceived civil defense issue area tended to be legitimizers and implementers in the county hospital and county courthouse

issue areas. They played a limited role in lower level issues such as Old Settler's Day and the community trading stamp plan.

Cornerville

In Table 5.3 the rankings of the top five power actors in the perceived civil defense issue area are compared with their rankings in the general affairs, business and industry, county hospital, and county courthouse issue areas. Power Actors A, C, and E were generally among the top five power actors in general affairs, business and industry, county hospital, and county courthouse. However, none of these three power actors appeared among the top five power actors in all other issue areas. Power Actor C ranked sixth in general affairs; Power Actor A ranked 10th in the county hospital issue; and Power Actor E ranked 12th in the county courthouse issue area.

Table 5.3. Cornerville. Comparison of the top five power actors in civil defense with their rankings in other issue areas.

Power actor	Community fallout shelters rank	General affairs rank	Business and industry rank	County hospital rank	County courthouse rank
Power Actor A	1	4	3*	10	3
Power Actor B	2	1	2	6	10
Power Actor C	3*	6	1	1	2
Power Actor D	3*	8	8	8	7
Power Actor E	5	2*	3*	3	12

*Indicates that the power actor was tied with another power actor for this ranking.

Power Actor B appeared among the top five power actors in three issue areas, community fallout shelters, general affairs, and business and industry. He was not among the top five power actors in the two action issues, the county hospital and county courthouse. One of the top five power actors in the community fallout shelter issue (Power Actor D) did not rank among the top five power actors in general affairs, business and industry, county hospital, and county courthouse.

The power actors in the Cornerville community were generally opposed to the county courthouse issue. In the first county courthouse bond issue the

majority of the Cornerville community actors voted against the issue. The negative vote in Cornerville was a major factor contributing to the defeat of the first courthouse bond issue in South County. At a special election held following the defeat of the first issue, the bond issue received the required vote for approval. Two power actors (Power Actor C and Power Actor A) who appear among the top five power actors in the community fallout shelter issue played roles in the opposition of the Cornerville community to the issue.

Two power actors identified a group of power actors who interact on a daily basis "over coffee" in the local cafe. Among the "coffee" group are Power Actor D and Power Actor E. These two power actors interact with three other power actors on a regular basis. Thus, some of the perceived top five power actors in a future civil defense issue have regular patterns of interaction with other community power actors.

In summary, although some differences occurred, there is a positive relationship of the perceived top five power actors in a future civil defense issue and their rankings in other issue areas (general affairs, business and industry, county hospital, and county courthouse). No power actors among the top five in civil defense were among the top five in each of the other issue areas. However, three power actors each were among the top five power actors in three of the four other issue areas. One power actor was among the top five in two other issue areas, while another power actor did not appear among the top five in any of the other four issue areas. Two of the top five power actors in civil defense participated in action phases of the county courthouse issue area through opposition to the bond issue. The perceived top five power actors in civil defense have informal linkages with other community power actors. The community power actors in Cornerville perceived that they would have social power in a future civil defense issue.

Annville

The comparison of the top five Annville power actors in civil defense with their rankings in other issue areas is presented in Table 5.4. Power Actor B and Power Actor C appeared among the top five power actors in each of the five issue areas (community fallout shelters, general affairs, business and industry, county hospital, and county courthouse). Two power actors (A and D) appeared among the top five in four of the five issue areas. Power Actor A did not rank among the top five in the county hospital issue area,

while Power Actor D ranked below the top five power actors in the county courthouse issue area. Power Actor E appeared among the top five power actors in two of the five issue areas. He did not appear among the top five power actors in general affairs, business and industry, and county hospital.

Table 5.4. Annville. Comparison of top five power actors in civil defense and their rankings in other issue areas.

Power actor	Community fallout shelters rank	General affairs rank	Business and industry rank	County hospital rank	County courthouse rank
Power Actor A	1*	5	3	6	1
Power Actor B	1*	1	1	1	2
Power Actor C	3	4	2	2	5
Power Actor D	4	2	5	3	7
Power Actor E	5	7	6	7	3

*Indicates that the power actor was tied with another power actor for this ranking.

Although the power actors in Annville tended not to participate in initiating or implementing the county hospital or county courthouse action programs, two of the top five power actors in the perceived civil defense issue area were involved in action phases of the county courthouse issue. Power Actor C was involved in talking informally to people in the community seeking their support for the issue. Power Actor A also informally supported the issue through informal contacts with other community members.

The top five power actors in the civil defense issue area played roles in the Annville Commercial Club (similar to a Chamber of Commerce) and the community promotion day program. Power Actor A and Power Actor C were each named by six other power actors as being among those having the most social power in the Annville Commercial Club. Four power actors perceived Power Actor B to have social power in the Commercial Club, while two power actors perceived Power Actor D to have social power among the Annville Commercial Club members. The top five power actors in civil defense were perceived to have social power in the Annville Commercial Club, which over half of the power actors named as the most important formal organization in the community.

Power Actor C was named as the initiator of the community promotion day program which was first organized approximately ten years prior to the study

interviews. This community action program provides businessmen and leaders the opportunity to express their appreciation for the support of the community given by both town and rural residents. The Annville Commercial Club plays an important role in this event. In addition to Power Actor C, Power Actors A, B, D, and E were named as playing roles in promoting and supporting the community promotion day program.

In summary, the top five power actors in the civil defense issue were among the top five power actors in other issue areas (general affairs, business and industry, county hospital, and county courthouse). Two of the top five power actors in the civil defense issue participated in action phases of the county courthouse issue. Four of the top five power actors in civil defense were perceived to have social power in the most important formal organization of the community, the Commercial Club. Power actors also played roles in the community promotion day program. The five power actors who were perceived to have social power in a future civil defense issue have social power in other Annville community issue areas.

Oak Town³

In Table 5.5 the top five power actors in the community fallout shelter issue area and their rankings in the other four issue areas are presented. Power Actor A and Power Actor C were among the top five power actors in each of the five issue areas. Power Actor D and Power Actor E ranked among the top five power actors in both the county hospital and county courthouse issue areas.

³The following discussion on power structures in Oak Town is based on the findings of John L. Tait. His analysis of social power in Oak Town is presented in an unpublished masters thesis, Library, Iowa State University of Science and Technology, Ames, Iowa. 1964.

Table 5.5. Oak Town. Comparison of top five power actors in civil defense and their rankings in other issue areas.

Power actor	Community fallout shelters rank	General affairs rank	Business and industry rank	County hospital rank	County courthouse rank
Power Actor A	1	1	1	1	2
Power Actor B	2	5	5	*	6
Power Actor C	3	2	2	4	4**
Power Actor D	4	7	14	2	1
Power Actor E	5**	16	17	3	3

*Power Actor B was not living in Oak Town at the time of the county hospital issue.

**Indicates that the power actor was tied with another power actor for this ranking.

Although Power Actor B had only lived in the Oak Town community approximately two years, he ranked among the top five in three issue areas. He ranked second in community fallout shelters and fifth in both general affairs and business and industry. In 1963 Power Actor B was serving as the Oak Town representative on the South County Civil Defense Committee. This power actor, who was participating in action phases of civil defense, was among the top five power actors in both general affairs and business and industry. In addition to being a top power actor and having linkages with key power figures in the community, he was perceived by other power actors as increasing his social power in the community. Therefore, he may exercise more social power in future community issues than in present issue areas.

Four of the top five power actors in the community fallout shelter issue area were part of the county hospital power structure in Oak Town. Power Actor A, the owner-editor of the Oak Town Herald, played a role in communicating information to the public through his newspaper. He published newspaper articles in favor of the issue which appeared in the newspaper. In addition, Power Actor A's wife worked cooperatively with another power actor in notarizing absentee ballots for the election.

Power Actor C helped obtain contributions in the Oak Town community for the county hospital project. Power Actor D, the deputy county auditor, visited Rotary and Lions Clubs over South County giving talks to promote the county hospital issue. The fifth ranking power actor in community fallout shelters (Power Actor E) talked individually to community members about the county

hospital issue. After the county hospital issue was approved, Power Actor F became a member of the county hospital board.

Three of the top five civil defense power actors played a part in the power structure which initiated and implemented the courthouse bond issue in the Oak Town community. Power Actor A, the newspaper owner-editor, again played a role in communicating information to community actors about the courthouse bond issue. Power Actor C, the deputy county auditor, played a role by handling absentee ballots in the Oak Town community. In addition, he was instrumental in planning a program for the Lions Club to discuss the need for a new county courthouse building. Power Actor E promoted the courthouse bond issue through individual contacts with community members.

Power Actors D and E ranked among the top five power actors in both county issues while generally ranking low in general affairs and business and industry. They had played roles in the county issues partly because of their county orientation. Power Actor D was serving in a county political position with offices in the county courthouse. Through his position he was able to be knowledgeable on the courthouse bond issue. Power Actor E, a member of the South County Hospital Board of Directors, interacts with other county leaders through hospital board meetings. Both Power Actors D and E have extra-community linkages to power actors in other South County communities.

In summary, the power actors who ranked among the top five power actors in civil defense tended to be among the top five power actors in the general affairs, business and industry, county hospital, and the county courthouse issue areas. One of the top five power actors who had participated in civil defense activities was among the top five power actors in both general affairs and business and industry. The top five power actors in civil defense generally played roles in action phases of both the county hospital and county courthouse action programs. They had social power which they exercised in other Oak Town community issue areas.

Civil Defense and Power Structures in Prairie City⁴

Table 5.6. Comparison of power actors participating in the Midwest County Civil Defense Exhibit and their rankings in other issue areas.

Midwest County civil defense participant power actor	General affairs rank	Industry rank	Politics rank
Power Actor A	6	9*	16
Power Actor B	24	23*	12*
Power Actor C	14*	20	8
Power Actor D	11*	13*	14
Power Actor E	4*	5*	1
Power Actor F	13	13*	17

*Indicates that the power actor was tied with one or two other power actors for this ranking.

In Table 5.6 the six power actors in Prairie City who exercised social power in the Midwest County Civil Defense Exhibit and their rankings in the general affairs, industry, and politics issue areas are presented. Power Actor A, the county extension director, played a major role in the decision-making process which initiated and implemented the Midwest County Civil Defense Exhibit. The idea of the Civil Defense Exhibit originated with Power Actor A. In the process of seeking an "acceptable program topic" for a yearly program, the Family Living Committee of the Midwest County Extension Service sought ideas from a number of sources. Power Actor A presented the idea of sponsoring a civil defense educational program to the committee through the county home economist, who is also a member of the Midwest County extension staff. The home economist has the responsibility of coordinating the activities of the Family Living Committee. She approved of Power Actor A's idea and presented the possibility of initiating a civil defense program to the Family Living Committee. The committee adopted the idea as a program topic.

Power Actor A was involved in the Midwest County Civil Defense Exhibit in all of its stages. He and the home economist were responsible for legitimizing and obtaining support for implementing the program with relevant

⁴The analysis of social power in Prairie City has been published in a report. See: Joe M. Bohlen, George M. Beal, Gerald E. Klonglan, and John L. Tait. Rural Sociology Report No. 35. Iowa Agricultural and Home Economics Experiment Station, Iowa State University of Science and Technology, Ames, Iowa. 1964.

individuals and formal organizations. He aided legitimation by contacting the civil defense director, the county welfare director, the county board of supervisors, the county extension council, and the Junior Chamber of Commerce. In addition, he was highly involved in securing active participation of organizations in the community. Power Actor A played various roles in the initiation and implementation of the Civil Defense Exhibit which included the roles of originator, the major person to seek legitimation, planner, and prime executor.

Although Power Actor A did not rank among the top five power actors in general affairs, he ranked sixth out of 25 power actors. In industry, he ranked ninth, while in politics he ranked sixteenth. Power Actor A, who played a major role in the initiation and implementation of the Midwest County Civil Defense Exhibit, was perceived to be a power figure in the general affairs and industry issue areas.

The two women who appeared among the power actors in Prairie City played roles in the Civil Defense Exhibit. Power Actor B perceived that she helped obtain legitimation for the Civil Defense Exhibit. In addition to writing to the Midwest County Board of Supervisors encouraging their support, she negotiated with Power Actor A to have the program coincide with Farm-City Week. Power Actor B has participated as state women's chairman for Farm-City Week. Her participation in the Civil Defense Exhibit involved helping to prepare background material for the Midwest County Civil Defense Booth. At the time of the exhibit she helped to staff the booth.

Although Power Actor B was not perceived to have a great amount of influence in general affairs and industry, she tied with another power actor for twelfth in the ranking of the 25 power actors in politics. Power Actor B ran unsuccessfully for the Republican nomination to Congress in 1958. She has played an active role in the liberal faction of the Republican Party.

Power Actor C, the other woman among the power actors, was chairman of the Family Living Committee at the time the Civil Defense Exhibit was approved as a program topic. Shortly following the approval of the civil defense program as a topic for the committee, Power Actor C resigned as the committee's chairman due to her other activities which included serving as state chairman of the Farm Bureau Women. Although she was not extremely involved, she participated in the execution phases of helping both the Farm Bureau Women and the 4-H clubs with their booths.

Power Actor C ranked 14th in general affairs, 20th in industry, and eighth in politics. Although both Power Actors B and C were not perceived to be among

the top power actors in the issue areas which were studied, they had important linkages in women's formal organizations in the Prairie City community.⁵ In the analysis of the relationship between influence and authority, Power Actors B and C had the highest formal office scores among the 25 power actors. They had served in formal offices of the influential women's organizations of the community.

Power Actor D exercised power in the Civil Defense Exhibit as president of the Jaycees. Power Actor A approached Power Actor D directly seeking the Jaycees' support. Power Actor D agreed to support the Civil Defense Exhibit and was successful in obtaining the Jaycees' support. Power Actor D tied for 11th in general affairs and 13th in industry. In politics he ranked 14th. Although he did not rank among the top five power actors at the present time, over half of the power actors perceived that he was increasing in social power. If his social power continues to increase over time, he may play a greater role in future community affairs.

Power Actor E ranked among the top five power actors in general affairs, industry, and politics. In the Midwest County Civil Defense Exhibit, Power Actor E, the owner of the Prairie City Times, indicated that he participated in the Civil Defense Exhibit through publicizing the program. Power Actor E had informal linkages with other power actors who are perceived to have social power in the general affairs, industry, and politics issue areas.

Another power actor (F), the manager of the radio station, was involved in publicizing the civil defense program. Both Power Actors E and F played roles in communicating information to the community members about the Midwest County Civil Defense Exhibit.

Although the majority of the power actors in Prairie City were not involved in the Midwest County Civil Defense Exhibit, six of the power actors did play roles in action phases.

In addition, these power actors had linkages with other power actors and formal organizations in the community. Through these linkages, the power actors were able to involve other individuals and formal organizations to participate in action phases of the Midwest County Civil Defense Exhibit.

⁵ An analysis of linkages among the women's formal organizations in Prairie City appears in a report. See: George M. Beal, Gerald E. Klonglan, Paul Yarbrough, Joe M. Bohlen, and Don A. Dillman. System linkages among women's organizations. Sociological studies in civil defense, Iowa Agricultural and Home Economics Experiment Station, Iowa State University of Science and Technology, Ames, Iowa. (In process) 1965.

Summary

The objective of this chapter was to determine and analyze the relationship of the power structures in various issue areas to the community power structure in civil defense. In the four communities of South County, the perceived civil defense power structure was compared to the power structures in four other community issue areas (general affairs, business and industry, county courthouse, and county hospital). The power actors in Prairie City who participated in the Midwest County Civil Defense Exhibit were compared with their ranking in other community issue areas (general affairs, industry, and politics).

In South County the power actors in the four communities were considered as one sample for a statistical comparison of their mean power values⁶ in civil defense with their mean power values in general affairs, business and industry, county hospital, and county courthouse issue areas. There was a statistically significant relationship between the power actors mean power values in civil defense and their mean power values in each of the four issue areas. Power actors in the four South County communities who have social power in the general affairs, business and industry, county hospital, and county courthouse issue areas were perceived to have social power if the community was to build a community fallout shelter in the near future.

A comparison of the top five power actors in civil defense with their rankings in general affairs, business and industry, county hospital, and county courthouse in each of the four communities points out that the top five power actors in civil defense tended to be among the top five in the other four issue areas. Although the tendency exists, some of the top power actors in civil defense were not among the top power actors in other issue areas.

Conceptually, in comparing civil defense with the other four issue areas in the four communities of South County, the power structure was monomorphic to the extent that the power actors who have social power in the general affairs, business and industry, county hospital, and county courthouse issue areas were perceived to have social power in civil defense if the community was to build a community fallout shelter in the future. The power structure in each of the South County communities was polymorphic to the extent that the top five power actors varied when comparing civil defense with the other issue areas. Although the power actors in civil defense may have social power in other issue areas, the structural relationship among the power actors

⁶Mean power values are defined on page 68.

tended to vary from issue area to issue areas. While some power actors appeared among the top five power actors in each issue area, other top power actors tended to vary from issue area to issue area.

A comparison of the power actors who participated in initiating and implementing the Midwest County Civil Defense Exhibit in Prairie City with their rankings in other issue areas (general affairs, industry, and politics) indicated that the majority of them were not among the top power actors in these issue areas. The power structure in Prairie City for the comparison of the power actors who participated in a civil defense action program with their rankings in other issue areas was polymorphic.

In each of the four communities of South County some of the top five power actors in each community participated in legitimizing or implementing either or both the county hospital and the county courthouse issue areas. The power actors in Prairie City who did participate in the Midwest County Civil Defense Exhibit played roles in initiating and implementing this action program.

There was some evidence in one South County community (Annville) that the top power actors in civil defense participated in a lower level issue such as a community promotion day program. In the county seat community (Center Town) in South County which is larger than Annville there was evidence that the perceived top power actors in civil defense had not participated in lower level issue areas such as Old Settler's Day and a community stamp plan. In Prairie City, which is a larger, more complex social system than any of the four communities in South County, the majority of the power actors were not knowledgeable about the Midwest County Civil Defense Exhibit as an action program. They were generally not involved in the legitimation and action phases of the Civil Defense Exhibit.

In addition to having social power in the other four issue areas in South County, the top five power actors in civil defense had systemic linkages with the top power actors in other issue areas. For example, one of the top five power actors in civil defense in one community was serving as his community's representative on the South County Civil Defense Committee. He was among the top power actors in general affairs and business and industry. In addition he had informal linkages with the top power actors in these two community issue areas. In another example, one of the top five power actors in civil defense was the South County Civil Defense Director. He had linkages with other key power actors in his community.

64

The prime initiator and implementer of the Midwest County Civil Defense Exhibit had systemic linkages with the relevant power figures in general affairs, business and industry, and politics. Thus, in all five communities some of the top power actors in civil defense had linkages with other relevant power actors in other issue areas.

There are implications from these data for civil defense change agents. Although the top power actors in civil defense were perceived to have social power in other community issue areas, the power structures or patterns of relationships among power actors tended to vary from issue area to issue area. The local civil defense director is likely to find that the power structure in civil defense will differ from the power structures in other issue areas. In small communities he may find some power actors who play roles in legitimizing and implementing social action in a number of major issue areas which may include civil defense. Other power actors may participate as key power figures in a few selective issue areas. The civil defense change agent needs to be cautious in legitimizing all civil defense programs with one power structure. He needs to delineate the relevant power actors for the particular program which he desires to initiate and implement.

In small communities the local civil defense director is likely to find that many power actors who participate in the legitimation stages of social action programs are also likely to participate in various phases of implementing the program. And he may find that power actors may not participate in either legitimation or implementation of lower level community issue areas.

The local civil defense director needs to recognize that power actors in civil defense may have important systemic linkages to the relevant power actors in other issue areas such as general affairs and business and industry.

Through these systemic linkages the local civil defense director may have access to community resources which are needed to successfully initiate and implement his civil defense programs. In addition, the local civil defense director may bring about changes in the behavior of power actors and other community actors through these systemic linkages.

The following chapter will compare the power actors in the five communities on the basis of: their attitudes toward and knowledge of civil defense; their sources of information on civil defense; and their perception of civil defense objectives.

Chapter 6

POWER ACTORS' CIVIL DEFENSE
ATTITUDES, KNOWLEDGE, SOURCES OF
INFORMATION, AND ACTIONS

Introduction

The power actors in five Iowa communities were found to have similar personal and social attributes. In Chapter 4 the power actors in the five communities were found to have similar age, formal education, political orientation, military service, length of residence in the community, number of people living in the household, and number of children under 18 years of age. Although there were some differences among the communities in occupations and incomes of power actors, it was concluded that the power actors in the five communities have similar personal and social attributes.

In each of the four South County communities the power actors were perceived to have social power if their communities were to build a community fallout shelter in the near future. In Prairie City six of the 25 power actors were involved in initiating and implementing a civil defense action program. Since power actors in five communities were found to have similar personal and social characteristics and similar perceptions about their social power in future civil defense issues, it would seem relevant to determine whether the power actors in the five communities have similar attitudes toward the civil defense organization. Also, do power actors in the five communities have a similar amount of knowledge about national and local community civil defense programs? Do power actors in different communities use similar sources to obtain information about civil defense activities of the national and local community civil defense organizations? Have power actors in different communities participated in the past and present activities of civil defense?

As local civil defense directors seek the support of power actors for community civil defense programs they need to know the power actors' current civil defense attitudes and knowledge. By knowing power actors' current civil defense attitudes and knowledge, civil defense change agents should be better prepared to communicate with power actors when enlisting their support for civil defense programs. Power actors may know little or nothing of current civil defense activities. If this is so, they may need information about current and past activities before having future programs explained to them.

Certain attitudes held by power actors may help or hinder the local civil defense director as he plans and implements civil defense programs. The local civil defense director may find that he has to change power actors' attitudes before he can obtain support from them. In other cases he may find that he needs to reinforce existing attitudes (when power actors hold attitudes favorable for implementing civil defense programs). And there may be cases when power actors have not thought much about civil defense, and therefore, do not have a set of attitudes about it. In these latter cases the local civil defense director may need to provide considerable information before power actors can build a civil defense attitude framework.

If power actors have favorable civil defense attitudes and an extensive knowledge of civil defense, they may be able to influence other people in the community to have more favorable attitudes about civil defense. In addition, power actors who have an extensive knowledge of civil defense and civil defense programs may increase the knowledge which other people in the community have about civil defense. Power actors may play an important role in changing the attitudes and knowledge of other community members about civil defense programs. Thus, if the civil defense program being initiated involves power actors, the local civil defense director needs to be concerned with the power actors' present attitudes and knowledge about civil defense.

The local civil defense director should focus on some relevant questions about the attitudes and knowledge of power actors about civil defense in his community. Do the power actors in my community have favorable or unfavorable attitudes about local and national civil defense programs? What is the power actors' current knowledge about the community civil defense program? What are some of the implications from data on the power actors' attitudes and knowledge in civil defense for the local civil defense change agent?

It would also be helpful for civil defense officials to have a knowledge of the sources of information which power actors use in obtaining information about civil defense. A knowledge of the sources of information about civil defense may be helpful to the local civil defense director in communicating messages to the power actors about community civil defense programs. If power actors use similar sources of civil defense information, then the local civil defense director may communicate messages to power actors through these sources. If power actors obtain information from a number of sources, then the local change agent may need to send messages about civil defense to power actors through different communications media.

If power actors in different communities obtain information about civil defense from similar sources such as civil defense bulletins or national communications media such as national magazines, then this knowledge may be helpful to national civil defense officials when planning communications about civil defense. By sending messages through communications media which reach the power actors, civil defense officials may change their attitudes and increase their knowledge about civil defense.

Civil defense officials should ask some relevant questions about the sources from which power actors are likely to obtain information about civil defense. Do power actors in different communities obtain information about civil defense from similar sources? Are there some sources which are more relevant than other sources for the local civil defense director in sending messages to the community power actors about the local civil defense programs? Are there some sources which are more relevant than other sources for national civil defense officials to communicate messages about civil defense to power actors? Answers to these questions should help both local and national civil defense officials more effectively communicate information to power actors.

Some power actors may have participated in action phases of past community civil defense programs. A knowledge of the extent to which power actors have played key roles in past civil defense programs may be helpful to the local civil defense director in planning the role which power actors may play in future civil defense programs. A power actor, for example, who has helped legitimize a civil defense program in the past but who has not participated in implementing later stages of the program may play a role of legitimizing or obtaining support from key power actors in the community. Failure to obtain the key power actors' approvals may result in their blocking some civil defense programs.

Have power actors participated in past civil defense programs? What actions have they taken in civil defense programs? Are power actors participating in initiating and implementing present civil defense programs? Answers to these questions should be helpful to the local civil defense director in delineating the roles which power actors may play in future civil defense programs.

In summary, the objective of this chapter is to compare the civil defense attitudes, knowledge, sources of information, and actions of power actors of five communities. These comparisons will be presented in four sections. They

are: (1) attitudes toward civil defense, (2) knowledge of civil defense, (3) sources of civil defense information, and (4) civil defense actions.

A comparison of the civil defense attitudes, knowledge, sources of information, and actions of power actors will be made with the civil defense attitudes, knowledge, sources of information, and actions of other community actors. These data are presented in table form in Appendix 8. The tables will provide data which will permit civil defense officials to compare these power actors with other samples of individuals in Iowa and the United States.

Attitudes Toward Civil Defense

In this section some civil defense related attitudes of power actors are presented and discussed. They include four sub-sections: (1) an individual's perception of the situation, i.e., his perception of threat; (2) an individual's perception of a civil defense innovation, i.e., of private and public fallout shelters; (3) the adequacy of the civil defense program today; and (4) a general civil defense attitude. In each sub-section a number of specific attitudes is analyzed. As each specific attitude, idea, or argument is introduced, the question used to ascertain the respondents' attitude is presented.

An individual's perception of the situation: perception of threat

This sub-section will present the attitudes pertaining to how the power actors perceive the threat of possible nuclear war. The following perceptions of threat attitudes are discussed: (1) likelihood of war, (2) timing of war, (3) likelihood of conventional war, (4) likelihood of war escalation, (5) likelihood of fallout danger to local community in time of war, and (6) likelihood of local community death and destruction in time of war.

The power actors' attitudes about these six factors are presented in Tables 6.1 through 6.6. The attitudes for the total of 91 power actors are summarized in the tables. Following the total column the attitude of power actors by communities are presented.

Likelihood of war

Table 6.1. How likely do you think it is that we're in for another big war?

Likelihood of war	(1) Total		(2) Prairie City		(3) Center Town		(4) Cornerville		(5) Annville		(6) Oak Town	
	No.	% of 91	No.	% of 25	No.	% of 18	No.	% of 16	No.	% of 14	No.	% of 18
Very likely	7	7.7	2	8.0	3	16.7	1	6.2	0	0.0	1	5.6
Likely	11	12.1	2	8.0	1	5.6	3	18.8	1	7.1	4	22.2
Even chances	27	29.7	6	24.0	8	44.4	5	31.2	4	28.6	4	22.2
Unlikely	39	42.8	12	48.0	6	33.3	7	43.8	8	57.2	6	33.3
Very unlikely	7	7.7	3	12.0	0	0.0	0	0.0	1	7.1	3	16.7
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Median chi-square test¹ with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 4.39. No significant difference among communities.

Approximately 50 percent of the 91 power actors thought it was "unlikely" or "very unlikely" that we are in for another big world war, while nearly 30 percent indicated "even chances" for war. There was a tendency for power actors to think that we are not in for another big world war.

There was not a statistically significant difference among the power actors' attitudes in the five communities about the likelihood of war. Some percentage differences however, did occur among communities. Nearly 65 percent of the Annville power actors answered "unlikely" or "very unlikely" in response to the question, while approximately 60 percent in Prairie City, 35 percent in Center

¹For a discussion of the chi-square statistical test, the reader is referred to Chapter 4.

Town, 45 percent in Cornerville and 50 percent in Oak Town responded with "unlikely" or "very unlikely". There was a slight tendency for power actors in Annville and Prairie City to perceive it less likely that we're in for another big war than did power actors in the other three communities. Although some percentage differences exist, power actors in the five communities perceived that we are not likely to have another big world war.

Timing of war

Table 6.2. If a world war does come, do you think it is most likely to happen in the next six months, the next year or two, or when?

Timing of war	(1) Total % of No. 91		(2) Prairie City % of No. 25		(3) Center Town % of No. 18		(4) Cornerville % of No. 16		(5) Annville % of No. 14		(6) Oak Town % of No. 18	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Never	3	3.3	2	8.0	0	0.0	0	0.0	0	0.0	1	5.6
21 or more years	12	13.2	6	24.0	2	11.0	1	6.2	3	21.4	0	0.0
6 - 20 years	36	39.6	9	36.0	6	33.3	10	62.5	5	35.7	6	33.3
3 - 5 years	29	31.8	7	28.0	8	44.5	2	12.5	5	35.7	7	38.9
1 - 2 years	8	8.8	1	4.0	0	0.0	2	12.5	1	7.2	4	22.2
Under one year	2	2.2	0	0.0	1	5.6	1	6.2	0	0.0	0	0.0
Don't know	1	1.1	0	0.0	1	5.6	0	0.0	0	0.0	0	0.0
TOTAL	91	100.0	25	100.0	18	100.0	16	99.9	14	100.0	18	100.0

Median chi-square test with 4 d.f., chi-square significant at .05 level if $\chi^2 \geq 9.49$, at .01 if $\chi^2 \geq 13.28$. Calculated chi-square = 3.43. No significant differences among communities.

Nearly 55 percent of the 91 power actors indicated that if war did come it would be six or more years in the future. Approximately 30 percent indicated three to five years in response to the question about timing of war.

There was not a statistically significant difference among the power actors in the five communities. In Center Town and Oak Town 50 percent or more of the power actors responded that if war did come it would be five years or less from the time of the interview. Over 55 percent of the power actors in Prairie City, Cornerville, and Annville perceived that if a war does come, it would likely occur six or more years in the future. There was a slight tendency for the power actors in Center Town and Oak Town to perceive that a world war might come sooner than did the power actors in the other three communities.

Likelihood of conventional war

Table 6.3. If we do get into a war with Russia, how likely do you think it is that it could be an ordinary kind of war without atomic bombs being used?

Likelihood of conventional war	(1)		(2)		(3)		(4)		(5)		(6)	
	Total		Prairie City		Center Town		Cornerville		Annville		Oak Town	
	No.	% of 91	No.	% of 25	No.	% of 18	No.	% of 16	No.	% of 14	No.	% of 18
Very likely	11	12.1	2	8.0	4	22.2	3	18.8	1	7.1	1	5.6
Likely	7	7.7	1	4.0	2	11.1	1	6.2	2	14.3	1	5.6
Even chances	14	15.4	4	16.0	2	11.1	3	18.8	4	28.6	1	5.6
Unlikely	30	33.0	8	32.0	8	44.5	1	6.2	5	35.7	8	44.4
Very unlikely	29	31.8	10	40.0	2	11.1	8	50.0	2	14.3	7	38.8
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 4.59. No significant differences among communities.

Nearly 65 percent of the 91 power actors indicated that any future war with Russia would be a nuclear war. Approximately 20 percent of the power actors responded that they felt it would be "likely" or "very likely" that a future war with Russia would be a conventional war without nuclear weapons.

Although there was not a statistically significant difference among communities, some percentage differences existed. About 70 percent of the power actors in Prairie City and nearly 85 percent of the Oak Town power actors perceived that a future war with Russia would be a nuclear war. Approximately 50 to 55 percent of the power actors in Center Town, Cornerville, and Annville indicated that it was "unlikely" or "very unlikely" that a future war would be a conventional war. There was a tendency for power actors in the five communities to have similar attitudes toward the likelihood of conventional war. They perceived that a future war with Russia would not be an ordinary kind of war without atomic bombs being used.

Likelihood of war escalation

Table 6.4. If we do get into some small, local war in one country, how likely do you think it is that things might get out of hand and lead to a big war?

Likelihood of war escalation	(1) Total % of 91		(2) Prairie City % of 25		(3) Center Town % of 18		(4) Cornerville % of 16		(5) Annville % of 14		(6) Oak Town % of 18	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Very likely	14	15.4	3	12.0	0	0.0	4	25.0	1	7.1	6	33.3
Likely	12	13.2	3	12.0	4	22.2	2	12.5	1	7.1	2	11.1
Even chances	23	25.3	8	32.0	6	33.3	4	25.0	3	21.4	2	11.1
Unlikely	37	40.6	8	32.0	8	44.5	5	31.2	9	64.4	7	38.9
Very unlikely	5	5.5	3	12.0	0	0.0	1	6.3	0	0.0	1	5.6
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 2.46. No significant differences among communities.

Approximately 46 percent of the 91 power actors perceived that it was "unlikely" or "very unlikely" for a small local war to escalate to a big war, while about 25 percent said there was "even chances" for escalation to occur.

There was not a statistically significant difference among the power actors' attitudes toward the likelihood of war escalation. Some percentage differences appeared among the five communities. Nearly 65 percent of the power actors in Annville perceived war escalation to be "unlikely", while between 35 and 45 percent of the power actors in the other four communities perceived that war escalation was "unlikely" or "very unlikely". Power actors tended to feel that a small, local war would not escalate into a big war.

Likelihood of fallout danger to local community in time of war

Table 6.5. How likely do you think it is that this country would be in danger from fallout if this country were attacked?

Fallout danger in local community	(1) Total % of No. 91		(2) Prairie City % of No. 25		(3) Center Town % of No. 18		(4) Cornerville % of No. 16		(5) Annville % of No. 14		(6) Oak Town % of No. 18	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Very likely	32	35.2	9	36.0	6	33.3	7	43.8	3	21.4	7	38.8
Likely	25	27.5	7	28.0	7	38.9	5	31.3	5	35.7	1	5.6
Even chances	19	20.8	4	16.0	2	11.1	3	18.8	4	28.6	6	33.3
Unlikely	10	11.0	2	8.0	2	11.1	1	6.1	2	14.3	3	16.7
Very unlikely	4	4.4	3	12.0	0	0.0	0	0.0	0	0.0	1	5.6
Don't know	1	1.1	0	0.0	1	5.6	0	0.0	0	0.0	0	0.0
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 1.02. No significant differences among communities.

Nearly two-thirds of the 91 power actors perceived that their community would be in danger from fallout if this country were attacked; an additional 20 percent said there would be "even chances" of fallout danger. Approximately 15 percent indicated that their community would not be in danger from fallout.

Fifty percent or greater of the power actors in all communities except Oak Town perceived that their community would be in danger from fallout if this country were attacked. In Oak Town approximately 45 percent held a similar attitude. The power actors in the five communities tended to have similar attitudes about the likelihood of fallout danger to their communities in time of war.

Likelihood of local community death and destruction in time of war

Table 6.6. If there were an attack on the United States with H-bombs or atomic bombs, what do you really think things would be like around here right after the attack?

Likelihood of local community death and destruction in time of war	(1) Total % of	(2) Prairie City % of		(3) Center Town % of		(4) Cornerville % of		(5) Annville % of		(6) Oak Town % of	
	No. 91	No. 25	No. 18	No. 16	No. 14	No. 18					
Little damage, just confusion	22 24.2	3 12.0	4 22.2	2 12.5	4 28.6	4 22.2					
Damage, most survive	15 16.5	8 32.0	3 16.7	1 6.3	1 7.1	2 11.1					
Damage, many survivors	20 22.0	6 24.0	2 11.1	4 25.0	4 28.6	4 22.2					
Destruction, but sur- vivors	21 23.1	4 16.0	6 33.3	6 37.3	3 21.5	2 11.1					
Few survivors	8 8.7	4 16.0	1 5.6	1 6.3	1 7.1	1 5.6					
Annihilation	1 1.1	0 0.0	0 0.0	1 6.3	0 0.0	0 0.0					
Don't know	4 4.4	0 0.0	2 11.1	1 6.3	1 7.1	0 0.0					
TOTAL	91 100.0	25 100.0	18 100.0	16 100.0	14 100.0	18 100.0					

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 .
Calculated chi-square = 4.27. No significant differences among communities.

Nearly 65 percent of the 91 power actors perceived that their communities would have damage if there were a nuclear attack on the United States, but indicated that they believed that many or most people would survive. Approximately 25 percent indicated that there would be destruction but survivors.

Although there was not a statistically significant difference among the five communities, some percentage differences existed. About 85 percent of the power actors in Oak Town indicated that their community would have damage if there were a nuclear attack, but indicated that they believed that many or most people would survive. The percentages for the other four communities ranged from approximately 45 percent to 70 percent. Although some differences existed, there was a tendency for the power actors in the five communities to have similar attitudes about the likelihood of local community

Summary

The power actors perceived that we are not likely to have another big world war. If a war were to occur the power actors perceived it would occur six or more years beyond the time of the interviews (1962-1963). In general, they stated that if we did get into a future war with Russia, it would not be a conventional war. Power actors tended to feel that a small, local war would not escalate into a big war. The power actors perceived that their communities would be in danger from fallout if this country were attacked. And if there was an attack on the United States, they tended to perceive that their communities would have damage, but they believed that many or most people would survive. There was not a statistically significant difference among the attitudes of power actors in the five communities about the threat of war.

Implications for civil defense

The power actors in the five communities had similar attitudes about the perception of threat. There are several implications for civil defense change agents which can be derived from the findings of the various attitudes about the perception of threat. Although several different alternatives and implications may be derived from these findings, only a few alternatives and implications will be presented in this report. The discussion of implications which follows may suggest to the reader ways in which civil defense officials may derive additional implications from the attitudinal findings.

Since the power actors perceived that we are not likely to have another big war in the near future and that small wars, such as Viet Nam and the Dominican Republic, would not escalate into a big war, it would seem logical to conclude that power actors in small communities would not see a great need for a shelter program at the present time. They would also be expected to have a low interest in present civil defense programs.

Although the power actors perceived that their communities would be in danger from fallout if this country were attacked, they perceived that many or most people would survive. Since the power actors are optimistic about their chances of survival, they may not be motivated to promote or

participate in community civil defense programs.

Since power actors did not perceive a major threat of nuclear war, the local community civil defense director may need to communicate to the power actors the need for developing a community civil defense program, including a detailed plan, to help the community if a nuclear war did come in the future. While the power actors perceived that they had a good chance to survive in case of nuclear war, it would seem logical that the chances of survival of power actors and other community actors would be dependent upon the extent to which the community was prepared for nuclear war if that should occur. If power actors and other community members have a civil defense plan ready for operation in case of nuclear war, then they will increase their chances of survival.

The local civil defense director may need to change the attitudes of power actors about the relevance and importance of civil defense preparations. He may need to communicate the need for preparation in case of war in the future although power actors may see no threat of war at the present time. These types of implications about power actors' perceptions of threat should be helpful to civil defense officials as they develop messages to communicate to community power actors about civil defense and its relevance to communities.

Fallout shelters: perception of a civil defense innovation

In this sub-section, attitudes pertaining to how the power actors perceived the innovation of private and public fallout shelters will be presented. The attitudes which are discussed include: (1) alternative fallout shelter programs and (2) the most favored fallout shelter program. These attitudes of power actors are presented in Tables 6.7 and 6.8.

Alternative fallout shelter programs

Table 6.7. There has been some discussion about fallout shelter programs. Do you believe we should have any of the following types of fallout shelter programs?

	Number and percent who chose each alternative					
	(1)	(2)	(3)	(4)	(5)	(6)
	Total % of No. 91	Prairie City % of No. 25	Center Town % of No. 18	Corner- ville % of No. 16	Annville % of No. 14	Oak Town % of No. 18
Alternative fallout shelter programs						
A program that encourages the construction of <u>individual family shelters</u>	43 47.3	15 60.0	6 33.3	8 50.0	4 28.6	10 55.6
A program that <u>licenses, marks, and stocks existing buildings</u> for public shelter use--buildings such as banks, hospitals, schools, etc.	63 69.2	19 76.0	10 55.6	11 68.8	7 50.0	16 88.9
A federal program that makes available financial assistance for the construction of <u>public shelter space in new public buildings</u>	43 47.3	5 20.0	10 55.6	9 56.2	7 50.0	12 66.7
A program that encourages communities or local governmental units to construct their own <u>locally financed community shelters</u>	43 47.3	13 52.0	10 55.6	5 31.2	4 28.6	11 61.1
A <u>federally financed program to construct buildings solely for public shelter use</u>	18 19.8	3 12.0	2 11.1	6 37.5	2 14.3	5 27.8

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 4.24. No significant differences among communities.

Nearly 70 percent of the power actors indicated that the country should have a program that licenses, marks, and stocks existing buildings for public shelter use (e.g., banks, hospitals, schools, private business places, etc.). About 45 percent of the 91 power actors perceived that the country should have three other programs. They are (1) a program that encourages the construction of individual family shelters, (2) a federal program that makes available financial assistance for the construction of public shelter space in new public buildings, and (3) a program that encourages communities or local governmental units to construct their own locally financed community shelters. Approximately 20 percent indicated that we should have a federally financed program to construct buildings solely for public shelter use.

The comparison of the attitudes of power actors in five communities indicated that there was not a statistically significant difference among communities. However, there were some percentage differences. Fifty percent or more of the power actors in Center Town, Cornerville, Annville, and Oak Town believed that we should have a federal program that makes available financial assistance for the construction of public shelter space in new public buildings. Twenty percent of the power actors in Prairie City were in favor of this program. Fifty percent or more of the power actors in each of the five communities indicated that we should have a program that licenses, marks, and stocks existing buildings for public shelter use. The percentages ranged from 50 percent in Annville to nearly 90 percent in Oak Town.

In three communities (Prairie City, Cornerville, and Oak Town), over 50 percent indicated that we should have a program that encourages the construction of individual family shelters. Over half the power actors in Prairie City, Center Town, and Oak Town perceived that we should have a program that encourages communities or local government units to construct their own locally financed community shelters. The percentage of power actors indicating that we should have a federally financed program to construct buildings solely for public shelter use ranged from nearly 40 percent in Cornerville to approximately 10 percent in Center Town. Although some percentage differences existed, there was a tendency for power actors to have similar attitudes about alternative fallout shelter programs.

Most favored fallout shelter program

Table 6.8. Of the shelter programs which you indicated we should have, on which one do you think the greatest emphasis should be placed?

(1)	(2)	(3)	(4)	(5)	(6)
	Prairie City % of No. 25	Center Town % of No. 18	Corner- ville % of No. 16	Annville % of No. 14	Oak Town % of No. 18
Most favored fallout shelter program	10 40.0	1 5.6	2 12.4	2 14.3	5 27.7
A program that encourages the construction of <u>individual family shelters</u>					
A program that <u>licenses, marks, and stocks existing buildings</u> for public shelter use--buildings such as banks, hospitals, schools, etc.	6 24.0	7 38.9	5 31.3	3 21.4	9 50.0
A federal program that makes available financial assistance for the construction of <u>public shelter space in new public buildings</u>	2 8.0	2 11.0	5 31.3	4 28.6	1 5.6
A program that encourages communities or local governmental units to construct their own <u>locally financed community shelters</u>	3 12.0	6 33.3	3 18.8	1 7.1	1 5.6
A <u>federally financed program to construct buildings solely for public shelter use</u>	1 4.0	1 5.6	1 6.3	2 14.3	2 11.1
None	3 12.0	1 5.6	0 0.0	2 14.3	0 0.0
TOTAL	25 100.0	18 100.0	16 100.1	14 100.0	18 100.0

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 .
Calculated chi-squares = 5.95. No significant differences among communities.

Thirty-three percent of the 91 power actors said that they would place the greatest emphasis on a program that licenses, marks, and stocks existing buildings for public shelter. Twenty-two percent of the power actors indicated that they would place the greatest emphasis on a program that encourages the construction of individual family shelters.

There was not a statistically significant difference among the five communities. Some percentage differences existed. Forty percent of the power actors in Prairie City indicated they would place the greatest emphasis on a program that encourages the construction of individual family shelters. The percentage of power actors in the other four communities who would place the greatest emphasis on this program ranged from approximately five percent in Center Town to nearly 30 percent in Oak Town. Fifty percent of the power actors in Oak Town would place the greatest emphasis on a program that licenses, marks, and stocks existing buildings for public shelter use. The percentage of power actors in the other four communities who would place the greatest emphasis on this program ranged from approximately 20 percent in Annville to nearly 40 percent in Center Town. Power actors tended to place the greatest emphasis on (1) a program that licenses, marks, and stocks existing buildings for public shelter use and (2) a program that encourages the construction of individual family shelters.

Summary

Nearly 70 percent of the power actors indicated that we should have a program that licenses, marks, and stocks existing buildings for public shelter use. Approximately 45 percent perceived that we should have three other programs. These programs were (1) a program that encourages the construction of individual family shelters, (2) a federal program that makes available financial assistance for the construction of public shelter space in new public buildings, and (3) a program that encourages communities or local governmental units to construct their own locally financed community shelters. One-third of the power actors said that they would place the greatest emphasis on a program that encouraged the licensing, marking, and stocking of existing buildings for public shelter. Twenty-two percent indicated that they would place the greatest emphasis on a program that encourages the construction of individual family shelters.

There was not a statistically significant difference among the power actors in five communities about alternative fallout shelter programs and the programs on which they would place the greatest emphasis.

Implications for civil defense

The power actors in the five communities had similar attitudes about the various alternative civil defense fallout shelter programs. Civil defense officials should be aware of the power actors' present attitudes about public fallout shelters and consider them when developing public fallout shelter programs which are to be initiated and implemented in communities.

The civil defense change agent needs to be aware that power actors may be more likely to support public fallout shelter programs which utilize existing (both public and private) community buildings and future new buildings rather than public fallout shelter programs which would construct buildings solely for public fallout shelter use. Since power actors do not perceive a great threat of nuclear war and do not favor a federally financed program to construct buildings solely for public shelter use, they are likely to oppose federally financed programs to construct buildings solely for public shelter use. If civil defense officials were to develop a federally financed program to construct buildings solely for public shelter use, then it appears that the attitudes of power actors would need to be changed prior to the acceptance of such a civil defense program by communities.

If the civil defense director considers the attitudes of power actors about alternative civil defense programs, he may be able to plan programs which are more readily accepted by power actors and other community actors. And if the attitudes are unfavorable toward fallout shelter programs he may need to change attitudes prior to initiating and implementing a civil defense fallout shelter program. A knowledge of the attitudes of power actors about public fallout shelters should aid the local civil defense director in planning and initiating fallout shelter programs.

Adequacy of civil defense programs

This sub-section will present the attitudes pertaining to how the power actors perceived the adequacy of civil defense programs. The following attitudes about the adequacy of civil defense programs are discussed: (1) adequacy of the national civil defense program and (2) adequacy of the county civil defense program. Following each table is a brief discussion of the power actors' attitudes about the adequacy of civil defense programs. The questions used to ascertain the respondents' attitudes are presented as the table titles.

Adequacy of national civil defense program

Table 6.9. What is your opinion of the present national civil defense program?

Adequacy of national civil defense program	(1) Total No. 91		(2) Prairie City % of 25		(3) Center Town % of 18		(4) Cornerville % of 16		(5) Annville % of 14		(6) Oak Town % of 18	
	No.	% of 91	No.	% of 25	No.	% of 18	No.	% of 16	No.	% of 14	No.	% of 18
Very adequate	6	6.6	2	8.0	1	5.6	0	0.0	1	7.1	2	11.1
Adequate	21	23.1	8	32.0	3	16.7	2	12.5	3	21.4	5	27.8
Inadequate	38	41.7	10	40.0	7	38.8	8	50.0	5	35.7	8	44.4
Very inadequate	14	15.4	1	4.0	3	16.7	4	25.0	3	21.4	3	16.7
Don't know	12	13.2	4	16.0	4	22.2	2	12.5	2	14.4	0	0.0
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 4.70. No significant differences among communities.

Approximately 55 percent of the 91 power actors thought that the present national civil defense program was "inadequate" or "very inadequate". Nearly 25 percent indicated that the present national civil defense program was "adequate".

Although there was not a statistically significant difference among communities, some percentage trend differences appeared in Table 6.9. Fifty-five percent or more of the power actors in Center town, Cornerville, Annville, and Oak Town indicated that the present national civil defense program was "inadequate" or "very inadequate". In Prairie City less than 45 percent perceived the present national civil defense program to be "inadequate" or "very inadequate". However, power actors in the five communities tended to perceive the national civil defense program to be inadequate.

Adequacy of county civil defense program

Table 6.10. In your opinion how adequate is the overall civil defense program in this county at the present time?

Adequacy of county civil defense program	(1) Total No. 91		(2) Prairie City % of 25		(3) Center Town % of 18		(4) Cornerville % of 16		(5) Annville % of 14		(6) Oak Town % of 18	
	No.	% of	No.	% of	No.	% of	No.	% of	No.	% of	No.	% of
Very adequate	1	1.1	0	0.0	0	0.0	0	0.0	1	7.1	0	0.0
Adequate	14	15.4	5	20.0	4	22.2	1	6.3	1	7.1	3	16.7
Inadequate	41	45.1	11	44.0	9	50.0	5	31.2	7	50.0	9	50.0
Very inadequate	26	28.5	5	20.0	4	22.2	8	50.0	3	21.5	6	33.3
Don't know	9	9.9	4	16.0	1	5.6	2	12.5	2	14.3	0	0.0
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Median chi-square test with 4 d.f., chi square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 .
Calculated chi-square = 4.00. No significant difference among communities.

Nearly 75 percent of the 91 power actors thought that the present county civil defense program was "inadequate" or "very inadequate". Approximately 15 percent of the power actors perceived that the present county civil defense program was "adequate".

There was not a statistically significant difference among the five communities although there was a slight tendency for a higher percentage of power actors in Prairie City (20 percent) and Center Town (22.2 percent) to perceive their county civil defense program as "adequate" in comparison with the other communities. However, there was a tendency for the power actors in the five communities to perceive the county civil defense program to be inadequate.

Summary

The power actors tended to perceive the present national civil defense program and the present county civil defense program as inadequate. There was not a statistically significant difference among the attitudes of power actors in five communities as to the adequacy of civil defense programs at the national and county levels.

Implications for civil defense

Even though power actors had a low perception of threat, they also perceived that the existing civil defense programs were inadequate. The finding that power actors do believe that existing civil defense programs are inadequate may be of considerable importance to civil defense officials. This belief may be one of the starting points for civil defense officials when soliciting support of power actors for civil defense.

A general civil defense attitude

The final attitude sub-section will present the attitudes which power actors have about their responsibility in civil defense. The power actors' attitudes about their responsibility in civil defense in presented in Table 6.11.

An individual's community responsibility in civil defense

Table 6.11. Do you believe you have any community responsibility in the area of civil defense?

Individual's community responsibility in civil defense	(1) Total % of		(2) Prairie City % of		(3) Center Town % of		(4) Cornerville % of		(5) Annville % of		(6) Oak Town % of	
	No.	91	No.	25	No.	18	No.	16	No.	14	No.	18
Major responsibility	35	38.4	8	32.0	8	44.4	9	56.3	3	21.4	7	38.9
Some responsibility	44	48.4	14	36.0	8	44.4	5	31.3	10	71.4	7	38.9
Very little responsibility	8	8.8	2	8.0	2	11.2	2	12.4	1	7.2	1	5.6
No community responsibility	4	4.4	1	4.0	0	0.0	0	0.0	0	0.0	3	16.6
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Median chi-square test with 4 d.f., chi square significant at .05 level if $\chi^2 \geq 9.49$, at .01 if $\chi^2 \geq 13.28$. Calculated chi-square = 2.40. No significant difference among communities.

Approximately 40 percent of the power actors indicated that they had a "major responsibility" in the area of civil defense. Nearly 50 percent said that they had "some responsibility" in the area of civil defense. Less than 15 percent said that they had "very little responsibility" or "no responsibility" in civil defense.

There was not a statistically significant difference among the five communities although there was a tendency for a higher percentage of power actors in Cornerville (56 percent) to perceive that they had a "major responsibility" in the area of civil defense in comparison with the other communities.

A higher percentage (71.4 percent) of the Annville power actors indicated that they had "some responsibility" in the area of civil defense in comparison with the other communities. However, power actors in each of the five communities perceived that they had a responsibility in the area of civil defense.

Summary

Power actors perceived that they had a community responsibility in the area of civil defense. Approximately 40 percent of the power actors indicated that they had a "major responsibility" in the area of civil defense, while nearly 50 percent said that they had "some responsibility" in the area of civil defense. There was not a statistically significant difference in the five communities about the power actors' responsibility in civil defense.

Implications for civil defense

The local civil defense director is likely to find that the power actors in his community believe that they have a community responsibility in the area of civil defense. However, since power actors do not perceive a great threat of war, they may not be motivated to discharge the responsibility which they feel they have in the area of civil defense. They may not become involved in initiating and implementing civil defense programs. On the other hand, if power actors are motivated to discharge the responsibility they feel they have, then they may participate in legitimizing civil defense programs in the community and provide resources for civil defense programs.

Since power actors believe that they have a responsibility in the area of civil defense (perhaps indicating some motivation), but do not perceive a threat of war, (perhaps indicating lack of motivation), the local civil defense director may need to further encourage power actors to become involved in civil defense programs. The local civil defense director may need to delineate and define the roles which power actors are likely to play in fulfilling their perceived community responsibility. And the local civil defense director may need to communicate information to the power actors which would help the power actors fulfill their responsibility. In addition, the power actors may help the local civil defense director bring about changes in the behavior of other community actors in the area

Knowledge of Civil Defense

This section will focus on certain aspects of knowledge which power actors may have had about civil defense. The knowledge factors which are discussed include: (1) knowledge of a continuous local civil defense program, (2) knowledge of planned local civil defense activity, (3) knowledge of buildings to be marked and stocked as public fallout shelters, (4) knowledge of the local civil defense director, and (5) knowledge of the local civil defense director's name. The power actors' knowledge about these five factors are presented in Tables 6.12 through 6.16.

Knowledge of a continuous local civil defense program

The power actors in the five communities were asked a question to determine the extent to which they had knowledge of a continuous local civil defense program. Prior to discussing the findings about their knowledge of a local civil defense program a brief discussion of civil defense activities prior to the time of the interviews in the communities will be presented.

The present county civil defense director in Midwest County where Prairie City is located has been in office since 1955. The county civil defense director had organized and supervised airplane observation posts in the Prairie City community during the middle 1950's. The power actors had the opportunity to have knowledge of a continuous civil defense program because a Civil Defense Depot is located in the Prairie City community. In 1961 the Midwest County Civil Defense Exhibit was held in Prairie City. This civil defense program provided the opportunity for community members to become more knowledgeable about civil defense activities.

In South County where Center Town, Cornerville, Annville, and Oak Town are located the present county civil defense director has been in office since the early 1950's. The county civil defense director had solicited eight people personally who were trained as radiological monitors during 1962. In addition, the civil defense director had prepared five newspaper articles on civil defense which appeared in the Center Town Times. These actions of the county civil defense director had occurred prior to interviewing the power actors in South County in late 1962.

The extent to which the power actors were aware of a continuous local civil defense program is presented in Table 6.12. The reader will note that the question asked the respondents did not specify in concrete terms what was meant by "continuous civil defense program". Thus, each answered the question from his own frame of reference.

Table 6.12. Is there a continuous civil defense program (education, training, etc.) in this county?

Knowledge of a continuous local civil defense program	(1)		(2)		(3)		(4)		(5)		(6)	
	No.	Total % of 91	Prairie City	% of 25	Center Town	% of 18	Cornerville	% of 16	Annville	% of 14	Oak Town	% of 18
Yes	26	28.6	2	8.0	6	33.3	7	43.8	4	28.6	7	38.9
Don't know	29	31.8	14	56.0	3	16.7	3	18.7	4	28.6	5	27.8
No	36	39.6	9	36.0	9	50.0	6	37.5	6	42.8	6	33.3
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 1.06. No significant differences among communities.

Nearly 40 percent of the 91 power actors said there was no continuous civil defense program in their county. Approximately 30 percent indicated that they did not know whether there was a continuous civil defense program in their county. Nearly 30 percent had knowledge of the continuous civil defense program in their county.

Although there was not a statistically significant difference among the five communities, some percentage differences occurred. In Prairie City, where a civil defense depot is located and a civil defense exhibit had been held nearly a year prior to the interviewing, eight percent of the power actors were familiar with the continuous civil defense program. A larger percentage of the power actors in the other four communities were familiar with the continuous civil defense program in South County. The percentage for the other four communities ranged from nearly 30 percent in Annville to

approximately 45 percent in Cornerville. Power actors in the five communities tended to lack knowledge of a continuous civil defense program.

Knowledge of planned local civil defense activity

Prior to the interviews with power actors in Prairie City, buildings had been surveyed to determine their potential as community fallout shelters. Four buildings in the Prairie City community were found to be eligible for use as a public fallout shelter. They included a hotel, a supermarket, a commercial building, and an elementary school. Three of these buildings were marked as community fallout shelters on January 2, 1963. One of the four buildings refused to permit his building to be marked as a fallout shelter. None of the four buildings had been licensed or stocked at the time of interviewing the power actors. The three buildings designated as fallout shelters were marked after the interviews were completed.

Before interviewing power actors in South County, buildings had been surveyed to determine their potential as community fallout shelters. The licensing and marking of buildings, however, were completed about the same time as the power actors were interviewed. In Center Town, the post office was licensed and marked in May, 1962, prior to the interviewing. The Center Town school was posted as a fallout shelter in December, 1962, and licensed in March, 1963. The South County Hospital in Center Town was posted as a fallout shelter in December, 1962, but it was not licensed. The posting of both the school and the hospital occurred after the power actors in Center Town were interviewed. In Oak Town, the high school was posted as a community fallout shelter in December, 1962, which was prior to the interviews with the Oak Town power actors. It was licensed in March, 1963. There were no qualified buildings in Cornerville or Annville.

Table 6.13. Have you heard or read anything within the last few months on what civil defense people are doing or are planning to do in this county?

Knowledge of planned local civil defense activity	(1) Total % of		(2) Prairie City % of		(3) Center Town % of		(4) Cornerville % of		(5) Annville % of		(6) Oak Town % of	
	No.	91	No.	25	No.	18	No.	16	No.	14	No.	18
Yes	33	36.3	3	12.0	8	44.4	8	50.0	4	28.6	10	55.6
No	58	63.7	22	88.0	10	55.6	8	50.0	10	71.4	8	44.4
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Chi-square test with 4 d.f.; chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 .
Calculated chi-square = 11.56. Significant differences among communities.

Nearly 65 percent of the power actors indicated they had not heard or read anything within the last few months on what civil defense people were doing or were planning to do in their county. Approximately 35 percent indicated that they had heard or read something within the last few months on what civil defense people were doing or were planning to do in their county.

There was a statistically significant difference among communities. Both Prairie City and Annville differed from the other three communities in knowledge about civil defense activity. Eighty-eight percent of the power actors in Prairie City and approximately 70 percent of the power actors in Annville indicated that they had no knowledge of civil defense activity. The percentages for the other three communities were approximately 55 percent in Center Town, 50 percent in Cornerville, and nearly 45 percent in Oak Town.

Knowledge of buildings to be marked and stocked

Table 6.14. Have you heard of any buildings in this county that are going to be marked and stocked with supplies so people can use them as fallout shelters if we are attacked?

Knowledge of buildings to be marked and stocked	(1)		(2)		(3)		(4)		(5)		(6)	
	No.	% of Total	No.	% of	Prairie City	Center Town	Cornerville	% of	Annville	% of	Oak Town	% of
Yes	17	18.7	2	8.0	3	16.7	2	12.5	0	0.0	10	55.5
No	56	61.5	23	92.0	14	77.7	9	56.2	5	35.7	5	27.8
Don't know	18	19.8	0	0.0	1	5.6	5	31.3	9	64.3	3	16.7
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0
No statistical evaluation.												

About 60 percent of the power actors did not have knowledge of buildings which were going to be marked and stocked. Nearly 20 percent of the power actors had knowledge that buildings were going to be marked and stocked. Approximately 20 percent said they "didn't know" in response to the question about knowledge of marking and stocking buildings.

Some percentage differences occurred among communities. The percentage of power actors indicating they did not have knowledge of buildings to be marked and stocked ranged from approximately 90 percent in Prairie City to nearly 30 percent in Oak Town. In Oak Town approximately 55 percent of the power actors indicated that they had knowledge about the marking and stocking of buildings. The percentages responding "yes" to the question in the other four communities ranged from approximately 15 percent in Center Town to no percent in Annville. In general, power actors did not have knowledge about the marking and stocking of buildings for fallout shelters.

Knowledge of local civil defense director

Midwest and South counties have had civil defense directors since the early 1950's. The present county civil defense director in Midwest County has been in office since 1955. The present county civil defense director in South County has been in office since the early 1950's.

The power actors were asked if they knew that the county had a civil defense director. In addition, the power actors who stated that the county did have a civil defense director were asked to provide the civil defense director's name.

Table 6.15. Does the county have a civil defense director?

Knowledge of local civil defense director	(1) Total % of No. 91		(2) Prairie City % of No. 25		(3) Center Town % of No. 18		(4) Cornerville % of No. 16		(5) Annville % of No. 14		(6) Oak Town % of No. 18	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	37	40.7	6	24.0	11	61.1	8	50.0	5	35.7	7	38.9
No	3	3.3	1	4.0	0	0.0	2	12.5	0	0.0	0	0.0
Don't know	51	56.0	18	72.0	7	38.9	6	37.5	9	64.3	11	61.1
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

No statistical evaluation.

Fifty-six percent of the 91 power actors did not know whether their county had a civil defense director. Approximately 40 percent indicated they had knowledge that their county had a civil defense director. Nearly four percent stated that their county did not have a civil defense director.

There were percentage differences among the five communities. In both Center Town and Cornerville fifty percent or more of the power actors indicated there was a civil defense director in their county. The percentage of power actors who had knowledge of a local civil defense director in the

other three communities ranged from nearly 25 percent in Prairie City to approximately 40 percent in Oak Town. Although over half of the power actors in two communities indicated they knew their county had a civil defense director, power actors as a group tended to respond that they did not know whether their county had a civil defense director.

Knowledge of local civil defense director's name

Table 6.16. What is the civil defense director's name?
Knows name (asked of those who said "yes" above)

Knowledge of local civil defense direc- tor's name	(1) Total No. 91 % of	(2) Prairie City No. 25 % of		(3) Center Town No. 18 % of		(4) Cornerville No. 16 % of		(5) Annville No. 14 % of		(6) Oak Town No. 18 % of	
		No.	%	No.	%	No.	%	No.	%	No.	%
Right name given	25	27.5		9	50.0	3	18.8	3	21.5	4	22.2
Forgot or don't know right name	8	8.8		1	5.6	3	18.8	1	7.1	3	16.7
Name given, not right name	3	3.3		0	0.0	2	12.5	1	7.1	0	0.0

No statistical evaluation.

Nearly 30 percent of the 91 individuals were able to provide the right name of the county civil defense director. Approximately three percent provided the incorrect name. About 10 percent forgot or didn't know the correct name.

Fifty percent of the power actors in Center Town provided the correct name of the county civil defense director. The percentage of power actors providing the correct names in the other four communities ranged from nearly 20 percent in Cornerville to about 25 percent in Prairie City.

Summary

Power actors in the five communities tended to lack knowledge of a continuous civil defense program in their counties. In general, they did not have knowledge about the marking and stocking of buildings for fallout shelters. Although over one-half the power actors in two communities indicated that they knew their county had a civil defense director, power actors in the five communities as a

group tended to respond "don't know" or "no" in response to the question as to whether or not there was a civil defense director in their county. Nearly 30 percent of the 91 power actors were able to provide the right name of their county civil defense director.

There was a statistically significant difference among the power actors in five communities about the knowledge of planned local civil defense activities. Nearly 65 percent of the 91 power actors indicated they had not heard or read anything within the last few months about what civil defense people were doing or were planning to do in their county. In two communities (Prairie City and Annville) 88 and 70 percent of the individuals indicated that they had no knowledge of civil defense activity. The percentages for the other three communities ranged from 45 to approximately 55. Although there was a statistically significant difference among the five communities there was a tendency for power actors to lack knowledge about civil defense activity.

Implications for civil defense

The local civil defense director may find that the power actors in his community do not have knowledge of past and present civil defense activities. In addition, the power actors may not even be aware that there is a community role of a local civil defense director.

The local civil defense director may need to develop messages which will increase the civil defense knowledge of community power actors. If the local civil defense director communicates the objectives and activities of the local civil defense organization to the power actors, they may gain a better knowledge and understanding of the local civil defense organization and its programs.

Sources of Civil Defense Information

In this section the sources of information which power actors stated they had used to obtain knowledge and formulate attitudes about civil defense are presented. This section will discuss (1) the types of civil defense information sources used by power actors, and (2) the most useful civil defense information source, as seen by the power actors.

Sources of civil defense information

Table 6.17. Specific sources of civil defense information used by power actors (listed in order of frequency named).

Rank	Sources of Information	(1)	(2)	(3)	(4)	(5)	(6)
		Total % of No. 91	Prairie City % of No. 25	Center Town % of No. 18	Corner- ville % of No. 16	Annville % of No. 14	Oak Town % of No. 18
1	Daily or weekly newspaper	76 83.5	19 76.0	15 83.3	16 100.0	11 78.6	15 83.3
2	Television news and special programs	69 75.8	18 72.0	14 77.8	12 75.0	9 64.3	16 88.9
3	Books and pamphlets put out by the Office of Civil Defense	59 64.8	18 72.0	14 77.8	10 62.5	5 35.7	12 66.7
4	Radio news and special programs	49 53.8	13 52.0	8 44.4	8 50.0	6 42.9	14 77.8
4	Communications with personal friends, relatives, neighbors	49 53.8	15 60.0	13 72.2	7 43.8	3 21.4	11 61.1
6	Popular general magazines such as Life, Look, Saturday Evening Post, Reader's Digest	47 51.6	11 44.0	11 61.1	7 43.8	4 28.6	14 77.8
7	Popular news magazines such as U.S. News and World Report, Newsweek, Time	33 36.3	14 56.0	8 44.4	6 37.5	1 7.1	4 22.2
8	Meetings conducted by organizations to which you belong	31 34.1	12 48.0	8 44.4	9 56.2	0 0.0	2 11.1
9	Meetings conducted by civil defense personnel	28 30.8	7 28.0	8 44.4	8 50.0	3 21.4	2 11.1
10	Publications distributed by the County Extension Office	24 26.4	7 28.0	5 27.8	5 31.2	2 14.3	5 27.8

Continued

Table 6.17. Continued.

Rank	Sources of information	(1) Total % of No. 91	(2) (3) (4) (5)				(6)	
			Prairie City % of No. 25	Center logn % of No. 18	Corner- ville % of No. 16	Annville % of No. 14	Dek Town % of No. 18	
11	Civil defenses exhibit	13 14.3	13 52.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
12	Civil defenses kits put out by the Office of Civil Defense	0 0.0	3 12.0	2 11.1	2 12.5	0 0.0	1 5.6	
12	Professional journals	0 0.0	1 4.0	1 5.6	1 6.2	1 7.1	4 22.2	
14	Visited a fallout shelter	4 4.4	4 16.0	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
15	Church sermons or meetings	3 3.3	1 4.0	0 0.0	0 0.0	0 0.0	2 11.1	
16	Salesmen or dealers of civil de- fense equipment or supplies such as fallout shelters or radiation detection equipment	2 2.3	0 0.0	0 0.0	0 0.0	0 0.0	2 11.1	
17	Specialized news magazines such as Commentary, The Nation, The Reporter, The New Republic	1 1.1	0 0.0	0 0.0	1 6.2	0 0.0	0 0.0	0 0.0

No statistical evaluation.

The source of civil defense information most frequently named by the power actors was the daily or weekly newspaper. Nearly 85 percent of the power actors named this source of information. Over 50 percent of the power actors named the following sources for obtaining information about civil defense: (1) television news and special programs; (2) books and pamphlets put out by the Office of Civil Defense; (3) radio news and special programs; (4) communications with personal friends, relatives, neighbors; and (5) general magazines such as Life, Look, Saturday Evening Post, and Reader's Digest. Between 30 and 40 percent of the power actors named (1) popular news magazines such as U.S. News and World Report, Newsweek, and Time, (2) meetings conducted by organizations to which the power actors belong, and (3) meetings conducted by civil defense personnel as sources of civil defense information.

Some percentage differences occurred among communities. The percentage of power actors naming communications with personal friends, relatives, and neighbors as a source of civil defense information ranged from approximately 20 percent in Annville to about 70 percent in Center Town. Differences also occurred among the power actors on popular general magazines as a source of civil defense information. The percentages ranged from nearly 30 percent in Annville to approximately 80 percent in Oak Town. The percentages of power actors obtaining information from popular news magazines such as U. S. News and World Report, Newsweek, and Time ranged from approximately five percent in Annville to about 55 percent in Prairie City.

Thirteen or 52 percent of the power actors in Prairie City obtained information from the Midwest County Civil Defense Exhibit. The other four communities have not had a civil defense exhibit in their county.

Although some percentage differences existed among the five communities, power actors tended to obtain information from the following sources: (1) newspapers, (2) television news and programs, (3) civil defense pamphlets, (4) radio, (5) communications with friends and relatives, and (6) popular magazines.

Most useful sources of civil defense information

Table 6.18. Most useful sources of civil defense information used by power actors.

Rank	Most useful source of information	(1) Total % of No. 91	(2) (3) (4) (5) (6)					
			Prairie City % of No. 25	Center Town % of No. 18	Corner- ville % of No. 16	Annville % of No. 14	Oak Town % of No. 18	
1	Office of CD booklets and pamphlets	21 23.1	5 20.0	8 44.4	1 6.3	2 14.3	5 27.8	
2	Daily or weekly newspapers	18 19.8	6 24.0	3 16.7	3 18.8	4 28.6	2 11.1	
3	Television news and special programs	16 17.6	3 12.0	2 11.1	2 12.4	3 21.4	6 33.3	
4	Meetings of organizations	7 7.7	2 8.0	2 11.1	3 18.8	0 0.0	0 0.0	
5	Meetings conducted by CD personnel	6 6.6	3 12.0	1 5.6	1 6.3	1 7.1	0 0.0	
6	CD kits put out by Office of CD	3 3.3	2 8.0	1 5.6	0 0.0	0 0.0	0 0.0	
6	Radio news and special programs	3 3.3	0 0.0	1 5.6	2 12.4	0 0.0	0 0.0	
6	Popular news magazines, e.g., U.S. News and World Report, Newsweek, Time	3 3.3	2 8.0	0 0.0	0 0.0	0 0.0	1 5.6	
6	Popular general magazines, e.g., Life, Look, Saturday Evening Post, Reader's Digest	3 3.3	0 0.0	0 0.0	2 12.4	1 7.1	0 0.0	
10	Civil Defense Exhibit	2 2.2	2 8.0	0 0.0	0 0.0	0 0.0	0 0.0	

Continued

Table 6.18. Continued.

(1)		(2)	(3)	(4)	(5)	(6)
Rank	Most useful source of information	<u>Prairie City</u> % of No. 25	<u>Center Town</u> % of No. 18	<u>Corner-ville</u> % of No. 16	<u>Annville</u> % of No. 14	<u>Oak Town</u> % of No. 18
11	Publications distributed	1 1.1	0 0.0	0 0.0	1 7.1	0 0.0
	County Extension					
11	Professional journals	1 1.1	0 0.0	0 0.0	1 7.1	0 0.0
11	Communication with friends, relatives	1 1.1	0 0.0	1 6.3	0 0.0	0 0.0
11	Church sermons or meetings	1 1.1	0 0.0	1 6.3	0 0.0	0 0.0
12	Visited a fallout shelter	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
12	County civil defense director	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
12	Specialized news magazines, e.g., Commentary, The Nation, The Reporter, The New Republic	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0
12	Salesmen for CD equipment, e.g., fallout shelters, radiation detection equipment	0 0.0	0 0.0	0 0.0	0 0.0	0 0.0

No statistical evaluation.

Nearly 25 percent of the power actors named books and pamphlets put out by the Office of Civil Defense as being the most useful source for obtaining information about civil defense.

Between 15 and 20 percent of the 91 power actors named each of the following sources as most useful for obtaining information about civil defense: (1) daily or weekly newspapers and (2) television news and special programs. Approximately ten percent of the power actors named meetings conducted by organizations to which they belong as the most useful sources.

In four of the five communities the three most useful sources of information about civil defense were (1) books and pamphlets put out by the Office of Civil Defense, (2) daily or weekly newspapers, and (3) television news and special programs. In Cornerville approximately 20 percent of the power actors named daily or weekly newspapers while 20 percent named meetings conducted by organizations to which they belong as the most useful source. About 10 percent named television news and special programs, approximately 10 percent named radio news and special programs, and another 10 percent named popular news magazines such as U. S. News and World Report, Newsweek, and Time as the most useful source of civil defense information.

Although some differences existed among communities, there was a tendency for power actors to name (1) books and pamphlets put out by the Office of Civil Defense, (2) daily or weekly newspapers, and (3) television news and special programs.

Summary

The three most frequently named sources from which power actors obtained information about civil defense were (1) daily or weekly newspapers, (2) television news and special programs, and (3) booklets and pamphlets put out by the Office of Civil Defense. The three most useful sources of information for power actors were (1) booklets and pamphlets put out by the Office of Civil Defense, (2) daily or weekly newspapers, and (3) television news and special programs. The sources of information used by power actors in each of the five communities were similar.

Implications for civil defense

Since the power actors had little knowledge about civil defense, both national civil defense officials and local civil defense directors need to communicate messages to the power actors through a variety of communications media which are used by these power actors.

The local civil defense director may communicate messages to the power actors through daily or weekly newspapers. In larger communities which have a television station, the local civil defense director may communicate messages to power actors through this media about the local civil defense program. Since power actors within and between the five communities tended to have similar attitudes about civil defense and civil defense programs, the local civil defense director may want to develop messages specifically for the power actors. The local civil defense director may want to develop a mailing list of power actors. Specific messages about civil defense could then be sent to the community's power actors. If the local civil defense director is to communicate effectively to power actors, he may need to send messages through several different communications media.

There are also implications for national civil defense officials about the sources of information used by power actors to obtain information about civil defense. National civil defense officials may communicate information through television to community power actors which may bring about changes in the power actors' attitudes and knowledge about civil defense. In addition, the national civil defense officials may communicate messages to community power actors through special books and pamphlets. By using these communications media, the national civil defense officials may communicate messages which may bring changes in the power actors' attitudes and knowledge about civil defense.

Actions in Civil Defense

The final section of this chapter will focus on the actions or participation of power actors in civil defense. The actions of power actors which will be discussed include (1) working in civil defense, (2) specific civil defense activities, and (3) family civil defense preparation. The power actors' actions are presented in Table 6.19 through 6.21.

Working in civil defense

Table 6.19. Are you, in any way, working with or helping in the area of civil defense in this community.

Working in civil defense	(1) Total % of No. 91		(2) Prairie City % of No. 25		(3) Center Town % of No. 18		(4) Cornerville % of No. 1		(5) Annville % of No. 14		(6) Oak Town % of No. 18	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Yes	17	18.7	5	20.0	3	16.7	5	31.3	1	7.1	3	16.7
No	74	81.3	20	80.0	15	83.3	11	68.7	13	92.9	15	83.3
TOTAL	91	100.0	25	100.0	18	100.0	16	100.0	14	100.0	18	100.0

Chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 . Calculated chi-square = 3.04. No significant differences among communities.

Approximately 80 percent of the 91 power actors indicated they were not working with or helping in the area of civil defense in their community. About 20 percent said they were involved in action phases of civil defense.

There was not a statistically significant difference among the five communities. The percentages of power actors who were involved in working with or helping in civil defense programs ranged from approximately five percent in Annville to about 30 percent in Cornerville. There was a tendency for

Specific civil defense activities

Table 6.20. What do you do in civil defense? (Asked of those power actors who said they were working or helping in the area of civil defense).

Specific civil defense activities	(1) Total No. 91 % of		(2) Prairie Lake No. 75 % of		(3) Center town No. 18 % of		(4) Corryville No. 16 % of		(5) Annville No. 14 % of		(6) Oak Town No. 18 % of	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Publicity	1	1.1	1	4.0	0	0.0	0	0.0	0	0.0	0	0.0
ED education in school	1	1.1	1	4.0	0	0.0	0	0.0	0	0.0	0	0.0
Public information	2	2.2	1	4.0	0	0.0	1	6.3	0	0.0	0	0.0
Educational programs	2	2.2	2	8.0	0	0.0	0	0.0	0	0.0	0	0.0
1 as a veterinarian, as an auto mechanic, a worker	1	1.1	0	0.0	1	5.6	0	0.0	0	0.0	0	0.0
Member of fire depart- ment	3	3.3	0	0.0	0	0.0	2	12.4	1	7.1	0	0.0
Helped survey buildings	3	3.3	0	0.0	1	5.6	1	6.3	0	0.0	1	5.6
ED director	1	1.1	0	0.0	1	5.6	0	0.0	0	0.0	0	0.0
On a ED committee	3	3.3	0	0.0	0	0.0	1	6.3	0	0.0	2	11.1
Women's work in ED	74	81.3	70	93.3	15	83.2	11	68.7	13	92.9	15	83.3
TOTAL	91	100.0	75	100.0	18	100.0	16	100.0	14	100.0	18	100.0

No statistical evaluation.

Three or approximately five percent of the 91 power actors have participated in each of the following civil defense activities: (1) member of the fire department, (2) helped with the surveying of buildings in their communities, and (3) served on a civil defense committee. Two power actors or approximately two percent thought that they were involved in civil defense through their activities with public information. In addition, two power actors were involved in civil defense through educational programs. Power actors tended to not be involved in specific civil defense activities.

Family Civil Defense Preparations

Table 6.21. We are interested in talking with you about any steps you may have taken to protect you and your family against atomic attack or fallout. Which statement below best describes what you have done?

Response	(1)	(2)	(3)	(4)	(5)	(6)
	Total % of No. 91	Prairie City % of No. 25	Center Town % of No. 18	Cornet- ville % of No. 16	Annville % of No. 14	Oak Town % of No. 18
Have built a family shelter	1 1.1	0 0.0	1 5.6	0 0.0	0 0.0	0 0.0
Am in process of building a family fallout shelter	1 1.1	0 0.0	0 0.0	1 6.3	0 0.0	0 0.0
Have strongly considered building a fallout shelter	6 6.6	3 12.0	2 11.1	0 0.0	1 7.1	0 0.0
Have designated some specific area or place to be used if an emergency should occur. (Basement, storm cellar, certain building location)	30 33.0	10 40.0	3 16.7	5 31.2	2 14.3	10 55.6
Have seriously considered the need for protection, but have made no specific plans for an emergency	23 25.3	2 8.0	7 38.9	9 56.2	3 21.4	2 11.1
Have never seriously considered the need for protection	24 26.4	7 28.0	4 22.2	0 0.0	7 50.0	6 33.3
Have thought about the need for protection, but am definitely against building or setting aside space for a shelter or making other plans	6 6.6	3 12.0	1 5.6	1 6.3	1 7.1	0 0.0
TOTAL	91 100.1	25 100.0	18 100.1	16 100.0	14 99.9	18 100.0

Median chi-square test with 4 d.f., chi-square significant at .05 level if ≥ 9.49 , at .01 if ≥ 13.28 .
Calculated chi-square = 4.06. No significant differences among communities.

Thirty-three percent of the power actors indicated they had designated some specific area or place to be used if an emergency should occur. Approximately 25 percent of the 91 power actors had never seriously considered the need for protection. Another 25 percent had seriously considered the need for protection, but had made no specific plans for an emergency. One power actor had built a fallout shelter. Another power actor said he was in the process of building a family fallout shelter.

Although there was not a statistically significant difference among the five communities, some differences existed. The percentages of the power actors who had never seriously considered the need for protection ranged from no percentage in Cornerville to 50 percent in Annville. The percentage of power actors who have seriously considered the need for protection, but have made no specific plans for an emergency ranged from nearly 10 percent in Prairie City to approximately 55 percent in Cornerville. Approximately 55 percent of the power actors in Oak Town and 40 percent in Prairie City had designated some specific area or place to be used if an emergency should occur. The percentage of power actors checking this statement in the other three communities ranged from nearly 15 percent in Annville to approximately 30 percent in Cornerville. In general, power actors tended to have taken no action to protect themselves and their families against atomic attack or fallout.

Summary

Power actors tended not to be involved in working with or helping in the area of civil defense in their communities. In general, they had taken no action to protect themselves and their families against atomic attack or fallout. Thirty-three percent of the power actors indicated they had designated some specific area or place to be used if an emergency should occur, while approximately 25 percent of the power actors had seriously considered the need for protection but had made no specific plans for an emergency. Approximately 25 percent had never seriously considered the need for protection. There were no statistically significant differences among the power actors in the five communities about their actions in civil defense.

Implications for civil defense

Since the power actors perceived that we are not likely to have another big war and lacked knowledge about local civil defense activities, their behavior in not taking any actions in the area of civil defense is consistent. The power actors in each of the five communities had generally not participated in civil defense activities. Therefore, the local civil defense director may find that most power actors are not involved in working with or helping in the area of civil defense in their community.

The local civil defense director may or may not directly involve power actors in the community's civil defense program. While some power actors may become involved in legitimizing and implementing civil defense programs, other power actors may not participate in civil defense activities. If power actors do become involved in initiating and implementing the community civil defense program, then the local civil defense director may give recognition to these power actors for their contribution toward the community civil defense program. This recognition may include communicating to the community about the power actors' participation in civil defense activities. Although some power actors may not become involved in initiating and implementing civil defense programs, they may support civil defense activities. And if they support civil defense activities and have a general knowledge of civil defense, they may be able to change the attitudes and knowledge of other community actors about civil defense.

Summary

In this chapter the power actors' civil defense attitudes, knowledge, sources of information, and actions in five communities were compared. The power actors in five communities were found to have similar civil defense attitudes, knowledge, sources of information, and actions.

Summaries of the findings were presented in this chapter for each of the following sections or subsections: (1) an individual's perception of the situation: perception of threat, (2) fallout shelters: perception of a civil defense innovation, (3) adequacy of civil defense programs, (4) a general civil defense attitude, (5) knowledge of civil defense, (6) sources of civil defense information, and (7) actions in civil defense. There are several implications for civil defense change agents which can be derived from the findings of the power actors' civil defense attitudes, knowledge, sources of information, and actions in five communities. Although several different alternatives and implications may be derived from these findings, only a few alternatives and implications were presented following each summary. It is hoped that the discussion of implications which were presented will suggest ways in which civil defense officials may derive additional findings.

Chapter 7

SUMMARY

Introduction

Every community in the United States is constantly undergoing social change. The rapid advances in scientific and technological knowledge have provided communities with more efficient and effective means for initiating social change. In determining the direction which social change will take the community is faced with decision-making which involves the adoption or rejection of new programs. The community in modern society copes with problems such as school reorganization, civil defense programs, slum clearance, recreational development, and area development as well as many other problems.

Among social scientists there is consensus that the social power to determine the direction of social change in the community is not randomly distributed among members of the community. While a majority of the members of a community may become actively involved in bringing about social change, a limited number of persons may participate in the crucial decision-making processes which determine the course of community action. These community members who have this social power are referred to as power actors.

Power actors may play an important role in the initiation and adoption of community civil defense programs. The local civil defense director has the responsibility of linking the civil defense organization and its objectives to the people of the community. If the local civil defense director and the civil defense organization are to achieve their objectives, it is vital to have a knowledge and understanding of power actors and the role that they may play in civil defense programs.

It seems essential that the local civil defense director have insights about social power and the power actors who have the capability to control or guide the behavior of community members. Through power actors the local civil defense director may be able to communicate knowledge and reinforce or change attitudes of community members about civil defense. If the local civil defense director is to effectively communicate with power actors about civil defense, he needs to know their current attitudes and knowledge about civil defense. These data should aid the local civil defense director in planning programs to communicate information about civil defense to power actors.

Objectives of the Report

This report is concerned with the relationship of community social power and civil defense. The specific objectives are (1) to define a social system model which is relevant to understanding the community in which the local civil defense director initiates and implements civil defense programs; (2) to define a social power model which can be used by the local civil defense director to analyze the social power in the community and its possible relationship to community civil defense programs; (3) to compare the personal and social characteristics of power actors (a) among five communities and (b) with a random sample of all community actors in one community; (4) to study the relationship of power structures in other specified non-civil defense issue areas to the power structures in civil defense (a) among five communities and (b) within each of the five communities; and (5) to compare the civil defense attitudes, knowledge, sources of information, and actions of power actors (a) among five communities and (b) with the civil defense attitudes, knowledge, sources of information, and actions of other community actors. In addition, another objective is to discuss some of the implications of the findings for civil defense change agents.

Framework for Analysis

The local civil defense director needs an analytical model or framework to analyze and understand the relation of the local civil defense organization to its social environment. Two models are presented in the report which may serve as tools for the civil defense change agent (especially the local civil defense director) to analyze the social environment. The models may serve as tools which are vital to the initiation and implementation of new community programs by change agents.

The social system model provides a framework which the change agent may use to analyze the community and its component elements. A social system is composed of the patterned interaction of members. The elements of the social system include (1) belief (knowledge); (2) sentiment; (3) end, goal, or objective; (4) norm; (5) status-role (position); (6) rank; (7) sanction; (8) facility; and (9) power. The structure and value orientation of a social system at a given time can be described and analyzed in terms of these elements.

The social system model views the elements of the community in a static form. In reality, the elements of the social system do not remain static for

any length of time. Within each community there are processes which integrate, stabilize, and alter the relationships among the elements through time. These master processes which integrate or involve several or all of the elements are communication, boundary maintenance, systemic linkage, socialization, social control, and institutionalization.

In addition to the elements and processes, there are certain attributes of social systems which are never completely controlled by the system's members. These are referred to as general conditions for social action. They include territoriality, size, and time.

The social system or community in which the local civil defense director must implement the civil defense program consists of individual actors, families, businesses, industries, churches, service organizations, schools, athletic clubs, and many other sub-systems. These sub-systems are integrated into the local social system--the community. If the local civil defense director or other civil defense change agent were to analyze the complex community in its entirety, the social system model would provide one framework for this task. This research report has focused primarily upon one element of the social system, namely social power, and its meaning for the operations of civil defense in local communities.

A second model was delineated and defined for the purpose of providing an analytical framework which a local civil defense director or other civil defense change agent could use in analyzing social power in a community. Social power was defined as the capability to control the behavior of others. The major components of social power which were delineated included authority and influence. Authority was defined as the capability to control the behavior of other, as determined by the members of the social system. Influence is that capability to control the behavior of others which is not formally designated in the authority component of the status-role. Influence is the unique possession of the individual who exercises it. The capability of an actor (or actors) to influence others resides in the individual actor and his facilities. Some examples of facilities are human relations skills, intelligence, wealth, control of mass media, past achievements, etc.

In addition to the two major components of social power, a third major concept, power structure, was delineated for studying social power in the community. A power structure is that pattern of relationships among individuals which enables the individuals possessing social power to act in concert to affect the decision-making of the social system on a given issue area.

In addition to the major concepts of the social power model, other concepts were defined which are relevant for the civil defense change agent to understand the phenomenon of social power in his community. These concepts included community actors, power actors, personal and social characteristics, existence of social power, legitimation, exercise of social power, latent social power, issue area, monomorphic power structure, polymorphic power structure, sources of power, and role performances.

The social power model which has been delineated provides a framework for the local civil defense director or other change agents to analyze social power in the social environment. If the local civil defense director or change agent is to put the model to an empirical test, a linkage must be made between the theoretical level and the empirical level.

Methodology

In 1960 approximately 40 percent of the total population in the United States lived in places which have a population of 5,000 people or less. These places include both towns and villages under 5,000 and the rural areas. This represents approximately 72 million people. Civil defense capabilities in small, rurally oriented communities are important due to the fact that these communities play a key role in supplying the nation's food and fiber. The five communities which were selected for the empirical study of social power are among the communities which supply the nation's food and fiber. According to the 1960 census the five places ranged in population from approximately 600 to 4500. They are Prairie City, Center Town, Cornerville, Annville, and Oak Town.

The methodology which was used to delineate the power actors in these five rural communities consisted of two phases. They included (1) interviews with external community knowledgeable and (2) interviews with internal community knowledgeable.

During the first phase of the field procedure external community knowledgeable were interviewed. External community knowledgeable were persons living outside the community who are perceived to have general knowledge of the community. They were interviewed for the purpose of (1) providing names of persons within the community who would have an extensive knowledge of the community decision-making process; (2) providing background information on past and present community issues; and (3) naming persons they perceived to be power actors.

The second phase involved interviews with internal community knowledgeable who were named by the external community knowledgeable as persons having an extensive knowledge of the community decision-making process. The internal community knowledgeable included men from different occupations within the community: education, agriculture, communications, labor, politics, business, and government.

The internal community knowledgeable were asked to name the persons whom they perceived to have social power in different issue areas. In South County where four of the five communities are located the issue areas were general affairs, business and industry, county hospital, and county courthouse. The issue areas in Prairie City which is located in Midwest County were general affairs, industry, education, business promotion, recreation, government, and obtaining farmer support.

Community actors who received the most mentions as having social power in the specified issue areas were arbitrarily established as the pool of power actors in each community. One hundred power actors were delineated through this process.

During the final phase of the field procedures in the five communities, 92 power actors were interviewed. The power actors were asked to complete rating scales designed to measure the amount of social power each power actor perceived each of the other power actors and himself to have in specified issue areas. The issue areas in South County were general affairs, business and industry, county hospital, county courthouse, and community fall-out shelters. In Prairie City, the Midwest County community, the issue areas were general affairs, industry, politics, Midwest County Planning Commission, and the Midwest County Civil Defense Exhibit. In addition to obtaining data on power structures in different issue areas, each power actor provided his personal and social characteristics: his sex, age, formal education, occupation, income, political position, military service, residence in the state, residence in the community, home ownership, number of people living in the household, and number of children under 18 years of age living in the household. Power actors also provided data on their civil defense attitudes, knowledge, sources of information, and actions.

Analysis of Data

The analysis of data in the report can be divided into three major parts. In the first part, the personal and social characteristics of power actors in five communities were compared. The personal and social characteristics of the power actors were also compared with the personal and social characteristics of a random sample in one community in Appendix A. The second part analyzed the relationship of the perceived civil defense power structure to power structures in other non-civil defense issue areas. In the third part, the power actors' civil defense attitudes, knowledge, sources of information, and actions in five communities were compared. The power actors' civil defense attitudes, knowledge, sources of information, and actions were also compared with the civil defense attitudes, knowledge, sources of information, and actions of other community actors in Appendix B. These findings are summarized in the three following sub-sections.

Personal and social characteristics

The personal and social characteristics of community members are important variables for understanding the social structure of the community. The community actors who have social power to affect the community decision-making process may differ in personal and social attributes from other community members. In one community, Prairie City, the power actors differed significantly from a random sample of community actors in occupation, gross family income, education, political views, age, and home ownership. It was concluded that the power actors differ from the general populace in personal and social attributes.

The objective was to compare the personal and social characteristics of power actors in five Iowa communities. The power actors in the five communities were found to have similar personal and social attributes. No statistically significant differences were found among the power actors in five communities when the following variables were analyzed: sex, age, formal education, political orientation, military service, residence in state, residence in the community, home ownership, people living in the household, and number of children under 18 years of age.

The power actors were predominantly men with only two women among the 91 power actors interviewed. Nearly 60 percent were between 40 and 59 years of age. Over 90 percent of them had 12 years or more of formal education;

approximately 30 percent had college degrees. Fifty-five percent of the power actors were Republican in their political orientation, while nearly 20 percent were Democratic in their political orientation. About 50 percent of the power actors had served in the military service. Power actors tended to be long-time residents of both their state and community. Over 95 percent of the power actors owned their own homes. Fifty-five percent of the power actors had three or more people living in their households. Approximately 45 percent of the power actors had no children under 18 years of age.

Power actors in the five communities were largely engaged in business occupations. Approximately 63 percent were engaged in business, 10 percent in government, 9 percent in agriculture, 7 percent in professional occupations, 6 percent in communications, 2 percent in education, and 3 percent in other occupations (barber, school bus driver, and housewife).

Some differences occurred among the occupations of the power actors in the five communities. Professionals provided power actors in three communities, while no professionals were among the power actors in two communities.

Power actors differed in mean gross family income. In Prairie City and Center Town the mean gross family income was \$14,320 and \$16,000. The mean gross family income in Cornerville, Annville, and Oak Town was respectively, \$8,301; \$7,179; and \$8,472.

The differences in occupations and gross family income of power actors among the five communities may be due to differences in the communities. Prairie City and Center Town are larger, more complex social systems in comparison with the other three communities. They have larger retail businesses and more wholesale distributors than Cornerville, Annville, and Oak Town. Specialized services such as county government and medical services are also provided in Prairie City and Center Town.

Although some differences occurred among the gross family income and occupations of the power actors in the five communities, the power actors did not differ significantly on 9 personal and social attributes. It is concluded that the personal and social attributes of power actors in the five communities are similar.

A comparison of power actors with a random sample of community actors in one community (Prairie City) pointed out that the personal and social attributes of a random sample differed significantly from the personal and social attributes of power actors. If these data are communicated to local civil defense

directors, it could help them delineate categories of people within the community in which power actors are most likely to be located.

There are likely to be businessmen, governmental employees, and professionals among the key power figures in the community. While key power figures may predominantly have the occupations of businessman, governmental expert, and professional, the local civil defense director should not ignore the possibility of key power figures being in other occupational groups. Power actors are likely to be found in the middle and upper income brackets and have a formal education beyond the high school level.

After delineating community power figures it may be valuable for the local civil defense director to obtain further data about power actors. A knowledge of the power actors' personal and social attributes such as sex, age, political position, military service, length of residence in the community and the state, home ownership, number of people living in the household, and number of children living in the household may be useful information in determining likely roles which power actors may play in future civil defense programs.

Civil defense and other community issue areas

The objective was to determine and analyze the relationship of the power structures in various issue areas to the community power structure in civil defense. In the four communities of South County, the perceived civil defense power structure was compared to the power structures in four other community issue areas (general affairs, business and industry, county courthouse, and county hospital). The power actors in Prairie City who participated in the Midwest County Civil Defense Exhibit were compared with their ranking in other community issue areas (general affairs, industry, and politics).

In South County the power actors in the four communities were considered as one sample for a statistical comparison of their mean power values in civil defense with their mean power values in general affairs, business and industry, county hospital, and county courthouse issue areas. There was a statistically significant relationship between the power actors' mean power values in civil defense and their mean power values in each of the four issue areas. Power actors in the four South County communities who have social power in the general affairs, business and industry, county hospital, and county courthouse issue areas were perceived to have social power if the community was to build a community fallout shelter in the near future.

A comparison of the top five power actors in civil defense with their rankings in general affairs, business and industry, county hospital, and county courthouse in each of the four communities points out that the top five power actors in civil defense tended to be among the top five in the other four issue areas. Although the tendency exists, some of the top power actors in civil defense were not among the top power actors in other issue areas.

Conceptually, in comparing civil defense with the other four issue areas in the four communities of South County, the power structure was monomorphic to the extent that the power actors who have social power in the general affairs, business and industry, county hospital, and county courthouse issue areas were perceived to have social power in civil defense if the community was to build a community fallout shelter in the future. The power structure in each of the South County communities was polymorphic to the extent that the top five power actors varied when comparing civil defense with the other issue areas. Although the power actors in civil defense may have social power in other issue areas, the structural relationship among the power actors tended to vary from issue area to issue area.

A comparison of the power actors who participated in initiating and implementing the Midwest County Civil Defense Exhibit in Prairie City with their rankings in other issue areas (general affairs, industry, and politics) indicated that they were generally not among the top power actors in these issue areas. The power structure in Prairie City for the comparison of the power actors who participated in a civil defense action program with their rankings in other issue areas was polymorphic.

In each of the four communities of South County some of the top five power actors in each community participated in legitimizing or implementing either or both the county hospital and the county courthouse issue areas. The power actors in Prairie City who did participate in the Midwest Civil Defense Exhibit played roles in initiating and implementing this action program.

There was some evidence in one South County community (Annville) that the top power actors in civil defense participated in a lower level issue such as a community promotion day program. In the county seat community (Center Town) in South County which is larger than Annville there was evidence that the perceived top power actors in civil defense had not participated in lower level issue areas such as Old Settler's Day and a community stamp plan. In Prairie City which is a larger, more complex social system than any of the four

communities in South County, the majority of the power actors were not knowledgeable about the Midwest County Civil Defense Exhibit as an action program. They were generally not involved in the legitimation and action phases of the Civil Defense Exhibit.

In addition to having social power in the other four issue areas in South County, the top five power actors in civil defense had systemic linkages with the top power actors in other issue areas. For example, one of the top five power actors in civil defense in one community was serving as his community's representative on the South County Civil Defense Committee. He was among the top power actors in general affairs and business and industry. In addition he had informal linkages with the top power actors in these two community issue areas. In another example, one of the top five power actors in civil defense was the South County Civil Defense Director. He had linkages with other key power actors in his community.

The prime initiator and implementor of the Midwest County Civil Defense Exhibit had systemic linkages with the relevant power figures in general affair business and industry, and politics. Thus, in all five communities the top power actors in civil defense had linkages with other relevant power actors in other issue areas.

There are implications from these data for civil defense change agents. Although the top power actors in civil defense were perceived to have social power in other community issue areas, the power structures or patterns of relationships among power actors tended to vary from issue area to issue area. The local civil defense director is likely to find that the power structure in civil defense will differ from the power structures in other issue areas. In small communities he may find some power actors who play roles in legitimizing and implementing social action in a number of major issue areas which may include civil defense. Other power actors may participate as key power figures in a few selective issue areas. The civil defense change agent needs to be cautious in legitimizing all civil defense programs with one power structure. He needs to delineate the relevant power actors for the particular program which he desires to initiate and implement.

In small communities the local civil defense director is likely to find that many power actors who participate in legitimation stages of social action programs are also likely to participate in various phases of implementing the program. But power actors may not participate in either legitimation or

implementation of lower level community issue areas.

The local civil defense director needs to recognize that power actors in civil defense may have important systemic linkages to the relevant power actors in other issue areas such as general affairs and business and industry.

Through these systemic linkages the local civil defense director may have access to community resources which are needed to successfully initiate and implement his civil defense programs. In addition, the local civil defense director may bring about changes in the behavior of power actors and other community actors through these systemic linkages.

Power actors' civil defense attitudes, knowledge, sources of information, and actions

The objective was to describe and compare some of the power actors' civil defense attitudes, knowledge, sources of information, and actions in five communities. In addition, some implications for both the national and local civil defense officials were presented. The findings and the implications for civil defense officials are summarized in this summary section.

Attitudes toward civil defense

An individual's perception of the situation: perception of threat

The power actors perceived that we are not likely to have another big world war. If a war were to occur, the power actors perceived it would occur six or more years beyond the time of the interviews (1962-1963). In general, they stated that if we did get into a future war with Russia, it would not be a conventional war. Power actors tended to feel that a small, local war: would not escalate into a big war. The power actors perceived that their communities would be in danger from fallout if this country were attacked. And if there was an attack on the United States, they tended to perceive that their communities would have damage, but they believed that many or most people would survive. There was not a statistically significant difference among the attitudes of power actors in the five communities about the threat of war.

Implications for civil defense The power actors in the five communities had similar attitudes about the perception of threat. There are several implications for civil defense change agents which can be derived from the findings of the various attitudes about the perception of threat. Although several different alternatives and implications may be derived from these findings, only a few alternatives and implications were presented. The discussion

of implications which follows may suggest to the reader ways in which civil defense officials may derive additional implications from the attitudinal findings.

Since the power actors perceived that we are not likely to have another big war in the near future and that small wars, such as Viet Nam and the Dominican Republic, would not escalate into a big war, it would seem logical to conclude that power actors in small communities would not see a great need for a shelter program at the present time. They would also be expected to have a low interest in present civil defense programs.

Although the power actors perceived that their communities would be in danger from fallout if this country were attacked, they perceived that many or most people would survive. Since the power actors are optimistic about their chances of survival, they may not be motivated to promote or participate in community civil defense programs.

Since power actors did not perceive a major threat of nuclear war, the local community civil defense director may need to communicate to the power actors the need for developing a community civil defense program, including a detailed plan to help the community if a nuclear war did come in the future. While the power actors perceived that they had a good chance to survive in case of nuclear war, it would seem logical that the chances of survival of power actors and other community actors would be dependent upon the extent to which the community was prepared for nuclear war if that should occur. If power actors and other community members have a civil defense plan ready for operation in case of nuclear war, then they will increase their chances of survival.

The local civil defense director may need to change the attitudes of power actors about the relevance and importance of civil defense preparations. He may need to communicate the need for preparation in case of war in the future although power actors may see no threat of war at the present time. These types of implications about power actors' perception of threat should be helpful to civil defense officials as they develop messages to communicate to community power actors about civil defense and its relevance to communities.

Fallout shelters: perception of a civil defense innovation Nearly 70 percent of the power actors indicated that we should have a program that licenses, marks, and stocks existing buildings for public shelter use. Approximately 45 percent perceived that we should have three other programs. They

are (1) a program that encourages the construction of individual family shelters, (2) a federal program that makes available financial assistance for the construction of public shelter space in new public buildings, and (3) a program that encourages communities or local governmental units to construct their own locally financed community shelters. One-third of the power actors said that they would place the greatest emphasis on a program that encouraged the licensing, marking, and stocking of existing buildings for public shelter. Twenty-two percent indicated that they would place the greatest emphasis on a program that encourages the construction of individual family shelters. There was not a statistically significant difference among the power actors in five communities about alternative fallout shelter programs and the programs on which they would place the greatest emphasis.

Implications for civil defense The power actors in the five communities had similar attitudes about the various alternative civil defense fallout shelter programs. Civil defense officials should be aware of the power actors' present attitudes about public fallout shelters and consider them when developing public fallout shelter programs which are to be initiated and implemented in communities.

The civil defense change agent needs to be aware that power actors may be more likely to support public fallout shelter programs which utilize existing (both public and private) community buildings and future new buildings rather than public fallout shelter programs which would construct buildings solely for public shelter use. Since power actors do not perceive a great threat of nuclear war and do not favor a federally financed program to construct buildings solely for public shelter use, they are likely to oppose federally financed programs to construct buildings solely for public shelter use. If civil defense officials were to develop a federally financed program to construct buildings solely for public shelter use, then it appears that the attitudes of power actors would need to be changed prior to the acceptance of such a civil defense program by communities.

If the civil defense director considers the attitudes of power actors about alternative civil defense programs, he may be able to plan programs which are more readily accepted by power actors and other community actors. And if the attitudes are unfavorable toward fallout shelter programs, he may need to change attitudes prior to initiating and implementing a civil defense fallout shelter program. A knowledge of the attitudes of power actors about

public fallout shelters should aid the local civil defense director in planning and initiating fallout shelter programs.

Adequacy of civil defense programs The power actors tended to perceive the present national civil defense program and the present county civil defense program as inadequate. There was not a statistically significant difference among the attitudes of power actors in five communities as to the adequacy of civil defense programs at the national and county levels.

Implications for civil defense Even though power actors had a low perception of threat, they also perceived that the existing civil defense programs were inadequate. The finding that power actors do believe that existing civil defense programs are inadequate may be of considerable importance to civil defense officials. This belief may be one of the starting points for civil defense officials when soliciting support of power actors for civil defense.

A general civil defense attitude Power actors perceived that they had a community responsibility in the area of civil defense. Approximately 40 percent of the power actors indicated that they had a "major responsibility" in the area of civil defense, while nearly 50 percent said that they had "some responsibility" in the area of civil defense. There was not a statistically significant difference in the five communities about the power actors' responsibility in civil defense.

Implications for civil defense The local civil defense director is likely to find that the power actors in his community believe that they have a community responsibility in the area of civil defense. However, since power actors do not perceive a great threat of war, they may not be motivated to discharge the responsibility which they feel they have in the area of civil defense. They may not become involved in initiating and implementing civil defense programs. On the other hand, if power actors are motivated to discharge the responsibility they feel they have, then they may participate in legitimizing civil defense programs in the community and provide resources for civil defense programs.

Since power actors believe that they have a responsibility in the area of civil defense (perhaps indicating some motivation), but do not perceive a threat of war, (perhaps indicating lack of motivation), the local civil defense director may need to further encourage power actors to become involved in civil defense programs. The local civil defense director may need to delineate and

define the roles which power actors are likely to play in fulfilling their perceived community responsibility. And the local civil defense director may need to communicate information to the power actors which would help the power actors fulfill their responsibility. In addition, the power actors may help the local civil defense director bring about changes in the behavior of other community actors in the area of civil defense.

Knowledge of civil defense Power actors in the five communities tended to lack knowledge of a continuous civil defense program in their counties. In general, they did not have knowledge about the marking and stocking of buildings for fallout shelters. Although over one-half the power actors in two communities indicated that they knew their county had a civil defense director, power actors in the five communities as a group tended to respond "don't know" or "no" in response to the questions as to whether or not there was a civil defense director in their county. Nearly 30 percent of the 91 power actors were able to provide the right name of their county civil defense director.

There was a statistically significant difference among the power actors in five communities about the knowledge of planned local civil defense activities. Nearly 65 percent of the 91 power actors indicated they had not heard or read anything within the last few months about what civil defense people were doing or were planning to do in their county. In two communities (Prairie City and Annville) 88 and 70 percent of the individuals indicated that they had no knowledge of civil defense activity. The percentages for the other three communities ranged from 45 to approximately 55. Although there was a statistically significant difference among the five communities there was a tendency for power actors to lack knowledge about civil defense activity.

Implications for civil defense The local civil defense director may find that the power actors in his community do not have knowledge of past and present civil defense activities. In addition, the power actors may not even be aware that there is a community role of a local civil defense director.

The local civil defense director may need to develop messages which will increase the civil defense knowledge of community power actors. If the local civil defense director communicates the objectives and activities of the local civil defense organization to the power actors, they may gain a better knowledge and understanding of the local civil defense organization and its programs.

Sources of civil defense information The three most frequently named sources from which power actors obtained information about civil defense were

(1) daily or weekly newspapers, (2) television news and special programs, and (3) booklets and pamphlets put out by the Office of Civil Defense. The three most useful sources of information for power actors were (1) booklets and pamphlets put out by the Office of Civil Defense, (2) daily or weekly newspapers, and (3) television news and special programs. The sources of information used by power actors in each of the five communities were similar.

Implications for civil defense Since the power actors had little knowledge about civil defense, both national civil defense officials and local civil defense directors need to communicate messages to the power actors through a variety of communications media which are used by these power actors.

The local civil defense director may communicate messages to the power actors through daily or weekly newspapers. In larger communities which have a television station, the local civil defense director may communicate messages to power actors through this media about the local civil defense program. Since power actors within and between the five communities tended to have similar attitudes about civil defense and civil defense programs, the local civil defense director may want to develop messages specifically for the power actors. The local civil defense director may want to develop a mailing list of power actors. Specific messages about civil defense could then be sent to the community's power actors. If the local civil defense director is to communicate effectively to power actors, he may need to send messages through several different communications media.

There are also implications for national civil defense officials about the sources of information used by power actors to obtain information about civil defense. National civil defense officials may communicate information through television to community power actors which may bring about changes in the power actors' attitudes and knowledge about civil defense. In addition, the national civil defense officials may communicate messages to community power actors through special books and pamphlets. By using these communications media, the national civil defense officials may communicate messages which may bring changes in the power actors' attitudes and knowledge about civil defense.

Actions in civil defense Power actors tended not to be involved in working with or helping in the area of civil defense in their communities. In general, they had taken no action to protect themselves and their families against atomic attack or fallout. Thirty-three percent of the power actors

indicated they had designated some specific area or place to be used if an emergency should occur, while approximately 25 percent of the power actors had seriously considered the need for protection but had made no specific plans for an emergency. Approximately 25 percent had never seriously considered the need for protection. There were no statistically significant differences among the power actors in the five communities about their actions in civil defense.

Implications for civil defense Since the power actors perceived that we are not likely to have another big war and lacked knowledge about local civil defense activities, their behavior in not taking any actions in the area of civil defense is consistent. The power actors in each of the five communities had generally not participated in civil defense activities. Therefore, the local civil defense director may find that most power actors are not involved in working with or helping in the area of civil defense in their community.

The local civil defense director may or may not directly involve power actors in the community's civil defense program. While some power actors may become involved in legitimizing and implementing civil defense programs, other power actors may not participate in civil defense activities. If power actors do become involved in initiating and implementing the community civil defense program, then the local civil defense director may give recognition to these power actors for their contribution toward the community civil defense program. This recognition may include communicating to the community about the power actors' participation in civil defense activities. Although some power actors may not become involved in initiating and implementing civil defense programs, they may support civil defense activities. And if they support civil defense activities and have a general knowledge of civil defense, they may be able to change the attitudes and knowledge of other community actors about civil defense.

In summary, the power actors in five communities were found to have similar personal and social characteristics. They were perceived to have social power if their communities were to build a community fallout shelter in the near future. Some of the perceived top power actors in civil defense were also among the top power actors in other non-civil defense issue areas. Other perceived top power actors in civil defense were not among the top power actors in other non-civil defense issue areas. It was concluded that the power structure in civil defense is likely to vary in comparison with the power structures in

other community issue areas. The power actors in the five communities were found to have similar civil defense attitudes, knowledge, sources of information, and actions.

The above data provide insights about social power in local communities. Some implications based on these empirical findings for both the rational and local civil defense change agents were presented. These data may be used by the Office of Civil Defense in initiating, planning, and implementing future civil defense programs and in training civil defense personnel.

APPENDIX A

PERSONAL AND SOCIAL CHARACTERISTICS OF POWER ACTORS
AND COMMUNITY ACTORS

APPENDIX A

PERSONAL AND SOCIAL CHARACTERISTICS OF POWER ACTORS
AND COMMUNITY ACTORS

Introduction

In the first social power research report¹ published as a part of the Iowa State University series of Sociological Studies in Civil Defense, one of the eight general hypotheses which were empirically tested was that the personal and social characteristics of power actors will differ from the general populace. This general hypothesis was supported in Prairie City. The power actors differed from a random sample of community members in personal and social characteristics. The power actors were found to have higher status occupations (mainly business and professional occupations), higher incomes, more formal education, a more Republican political orientation, older age, and greater percentage of home ownership in comparison with the random sample of community members.

Chapter 4 of this report compared the personal and social characteristics of power actors among five communities. One of these five communities was Prairie City. No statistically significant differences were found among the power actors in the five communities when the following variables were analyzed: sex, age, formal education, political orientation, military service, residence in state, residence in community, home ownership, people living in the household, and number of children under 18 years of age. Some differences occurred among the occupations and incomes of power actors in the five communities. Although some differences occurred among the occupations and incomes of the power actors in the five communities, it was concluded that the personal and social attributes of power actors in the five communities were similar.

The objective of this appendix is to present the data on personal and social characteristics from both the random sample of community members in Prairie City and the power actors in five communities considered as one sample. The following tables present the data from both samples for the following personal and social characteristics: sex, age, formal education, gross family income, political orientation, military service, length of residence in community, home ownership, number of persons living in household, and number of

¹Bohlen, et. al., op. cit.

children under 18 years of age. These tables will provide a framework for the comparison of personal and social characteristics of power actors with a random sample in one community.

Personal and Social Characteristics

Table A.1. Sex of power actors and random sample.

Sex	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
Male	99	97.8	93	50.9
Female	2	2.2	80	49.1
TOTAL	91	100.0	163	100.0

Table A.2. Age of power actors and random sample.

Age in years	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
0 - 19	0	0.0	2	1.2
20 - 24	2	2.2	9	5.5
25 - 29	1	1.1	16	9.8
30 - 34	8	8.8	14	8.6
35 - 39	10	11.0	20	12.3
40 - 44	10	11.0	19	11.7
45 - 49	15	16.5	18	11.0
50 - 54	9	9.9	16	9.8
55 - 59	19	20.9	16	9.8
60 - 64	11	12.1	13	8.0
65 - 69	3	3.3	9	5.5
70 - 74	0	0.0	7	4.3
75+	3	3.3	4	2.4
TOTAL	91	100.1	163	99.9

Table A.3. Formal education of power actors and random sample.

Education	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
8th grade or less	4	4.4	31	19.0
9 - 11 years	2	2.2	23	14.1
12 years	35	38.5	65	39.9
13 - 15 years	23	25.3	29	17.8
16 years	11	12.1	8	4.9
Graduate work	16	17.5	7	4.3
TOTAL	91	100.0	163	100.0

Table A.4. Gross family income of power actors and random sample.

Income	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
1 - 999	0	0.0	1	0.6
1,000 - 1,999	1	1.1	0	0.0
2,000 - 2,999	2	2.2	5	3.1
3,000 - 3,999	5	5.5	20	12.2
4,000 - 4,999	8	8.8	29	17.8
5,000 - 5,999	9	9.9	25	15.3
6,000 - 6,999	10	11.0	17	10.4
7,000 - 7,999	3	3.3	14	8.6
8,000 - 8,999	5	5.5	6	3.7
9,000 - 9,999	9	9.9	6	3.7
10,000 - 11,999	10	11.0	10	6.1
12,000 - 13,999	4	4.4	9	5.5
14,000 - 15,999	7	7.7	4	2.5
16,000 - 20,999	7	7.7	7	4.3
21,000 - 25,999	5	5.5	4	2.5
26,000 - 30,999	3	3.3	1	0.6
31,000 - 34,999	1	1.1	0	0.0
35,000+	2	2.2	5	3.1
TOTAL	91	100.1	163	100.0

Table A.5. Political orientation of power actors and random sample.

Political orientation	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
Conservative Republican	28	30.8	31	19.0
Liberal Republican	22	24.2	23	14.1
Independent, but close to Cons. Rep.	8	8.8	65	39.9
Independent, but close to Lib. Rep.	4	4.4	29	17.8
Independent	6	6.6	8	4.9
Independent, but close to Cons. Dem.	3	3.3	7	4.3
Independent, but close to Lib. Dem.	3	3.3	0	0.0
Conservative Democrat	10	11.0	0	0.0
Liberal Democrat	7	7.6	0	0.0
TOTAL	91	100.0	163	100.0

Table A.6. Military service of power actors and random sample.

Military service	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
No	48	52.7	126	77.3
Yes	43	47.3	37	22.7
TOTAL	91	100.0	163	100.0

Table A.7. Length of residence of power actors and random sample in their communities.

No. of years in community	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
0 - 4	5	5.5	29	17.8
5 - 9	5	5.5	13	8.0
10 - 14	9	9.9	17	10.4
15 - 19	14	15.4	12	7.4
20 - 24	6	6.6	12	7.4
25 - 29	8	8.8	16	9.8
30 - 34	6	6.6	9	5.5
35 - 39	5	5.5	15	9.2
40 - 44	9	9.9	14	8.6
45 - 49	4	4.4	11	6.7
50 - 54	5	5.5	4	2.5
55 - 59	10	11.0	5	3.1
60 - 64	2	2.2	2	1.2
65 - 69	0	0.0	1	0.6
70+	3	3.3	3	1.8
TOTAL	91	100.1	163	100.0

Table A.8. Home ownership of power actors and random sample.

Home ownership	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
No	3	3.3	51	31.3
Yes	88	96.7	112	68.7
TOTAL	91	100.0	163	100.0

Table A.9. Number of persons, including children, living in household.

No. of persons living in household	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
1	3	3.3	31	19.0
2	37	40.6	23	14.1
3	17	18.7	65	39.9
4	17	18.7	29	17.8
5	8	8.8	8	4.9
6	4	4.4	7	4.3
7	3	3.3	0	0.0
8	2	2.2	0	0.0
TOTAL	91	100.0	163	100.0

Table A.10. Number of children under 18 years of age.

No. of children under 18 years of age	<u>Power actors</u>		<u>Prairie City random sample</u>	
	No.	% of 91	No.	% of 163
0	41	45.1	82	50.3
1	18	19.8	35	21.5
2	16	17.6	25	15.3
3	8	8.8	12	7.4
4	3	3.3	7	4.3
5	3	3.3	1	0.6
6	2	2.1	1	0.6
TOTAL	91	100.0	163	100.0

APPENDIX B

CIVIL DEFENSE ATTITUDES, KNOWLEDGE, SOURCES OF INFORMATION, AND ACTIONS OF
POWER ACTORS AND COMMUNITY ACTORS

CIVIL DEFENSE ATTITUDES, KNOWLEDGE, SOURCES OF INFORMATION, AND ACTIONS OF POWER ACTORS AND COMMUNITY ACTORS

Introduction

The objective of Appendix B is to compare the civil defense attitudes, knowledge, sources of information, and actions of power actors in five communities with other samples. The power actors will be compared to random samples in Prairie City and Des Moines. The civil defense attitudes, knowledge, sources of information, and actions of the random sample in Prairie City were presented in the first social power research report.¹ The civil defense attitudes, knowledge, sources of information, and actions of the random sample in Des Moines have also been published in an earlier report.²

In addition, three of the tables will present a comparison of the power actors and the random samples in Prairie City and Des Moines with samples from other sections of the United States. Data from different samples about civil defense and its relationships to society has been summarized by Nehnevajsa.³ The comparison of the Iowa State University data with samples from other sections of the United States is presented in the tables on likelihood of war (Table B.1.), timing of war (Table B.2.), and likelihood of local community death and destruction in time of war (Table B.6.).

¹Bohlen, et. al., op. cit.

²Gerald E. Klonglan, George M. Beal, and Joe M. Bohlen. Family adoption of public fallout shelters. Rural Sociology Report No. 30. Iowa Agricultural and Home Economics Experiment Station, Iowa State University, Ames, Iowa. 1964.

³Jiri Nehnevajsa. Civil defense and society. Department of Sociology, University of Pittsburgh, Pittsburgh, Pennsylvania. 1964.

Likelihood of war

Table 8.1. How likely do you think it is that we're in for another big war?

Likelihood of war	Prairie City			Des Moines			U. of Michigan* Columbia U.**			Columbia U.***		
	Power actors 1962-1963	random sample Jan.-Feb.1963	% of 91	random sample June-July,1963	% of 246	nat'l sample Oct. 1961	(No time given) % of 1474	(No time given) % of 210	(No time given) % of 1382			
Very unlikely	7	13	7.7	16	6.5	8.0	8.0	35	17.0	386	28.0	
Unlikely	39	50	42.8	67	27.2	23.0	23.0	73	35.0	435	32.0	
Even chances	27	37	29.7	70	28.5	21.0	21.0	51	24.0	No category		
Likely	11	43	12.1	50	20.3	23.0	23.0	20	10.0	336	24.0	
Very likely	7	16	7.7	43	17.5	11.0	11.0	21	10.0	152	11.0	
Don't know or no answer	0	4	0.0	0	0.0	14.0	14.0	10	4.0	73	5.0	
TOTAL	91	163	100.0	246	100.0	100.0	100.0	210	100.0	1382	100.0	

*Source: Stephen B. Withey. The U.S. and the U.S.S.R.: a report of the public's perspectives on United States - Russian relations in late 1961. Survey Research Center, The University of Michigan, Ann Arbor, Michigan. 1962.

**Source: Fallout shelter study, codebook No. 3, Haworth, N.J. data, Columbia University, New York, New York, May, 1963, p. 1. Cited in Jiri Nehnevajsa in collaboration with Dorothy V. Brodie, Donna J. Krochmal, and Richard H. Pomeroy. Civil defense and society. Department of Sociology, University of Pittsburgh, Pennsylvania. 1964.

***Source: Fallout shelter study, codebook No. 5, Columbia University, August, 1963, p. 66. Cited in Jiri Nehnevajsa in collaboration with Dorothy V. Brodie, Donna J. Krochmal, and Richard H. Pomeroy. Civil defense and society. Department of Sociology, University of Pittsburgh, Pittsburgh, Pennsylvania. 1964.

Timing of war

Table A.2. If a world war does come, do you think it is most likely to happen in the next six months, the next year or two, or when?

Timing of war	Power actors 1962-1963		Prairie City random sample Jan.-Feb. 1963		Des Moines random sample June-July 1963		U. of Pittsburgh*		Columbia U.** Haworth N. J. (No time given)	
	No.	% of 91	No.	% of 163	No.	% of 246	No.	% of 1377	No.	% of 199
Never	3	3.3	11	6.7	23	9.3	101	7.3		No category
21 or more years	12	13.2	12	7.4	13	5.3	71	5.2	19	10.0
6 - 20 years	36	39.6	64	39.3	100	40.7	463	33.6	111	56.0
3 - 5 years	29	31.8	40	24.5	55	22.4	475	34.5	45	23.0
1 - 2 years	8	8.8	24	14.7	34	13.8	180	13.1	13	6.0
Under 1 year	2	2.2	0	0.0	8	3.3	21	1.5	2	1.0
Don't know	1	1.1	12	7.4	13	5.3	66	4.8	8	4.0
Missing data	0	0.0	0	0.0	0	0.0	57	xx	11	xx
TOTAL	91	100.0	163	100.0	246	100.1	1434	100.0	210	100.0

*Source: Civil defense and cold war attitudes, University of Pittsburgh, Pittsburgh, Pennsylvania. June 1964, p. 31. Cited in Jiri Nehnevajsa, Civil defense and society. Department of Sociology, University of Pittsburgh, Pittsburgh, Pennsylvania. 1964. The categories presented in the table in the University of Pittsburgh report are: never, within six months, within 1-2 years, within 5 years, within 10 years, within 20 years, over 20 years, depends, and missing data. The category headings are comparable with the categories in the above table.

**Source: Fallout shelter study. codebook No. 3. Haworth, N. J. data, Columbia University, New York. New York. May 1963, p. 1. Cited in Jiri Nehnevajsa in collaboration with Dorothy V. Brodie, Dennis J. Krochmal, and Richard M. Damerov. Department of Sociology, University of Pittsburgh, Pittsburgh, Pennsylvania. 1964. Some differences appeared in the categories used in the Iowa State University studies and the Columbia University study. Their categories were: within 6 months, six months to a year, one to two years, three to four years, five to nine years, ten to nineteen years, 20 years or later, and don't know. The data was grouped to be comparable with the categories presented in the table above.

Likelihood of conventional war

Table B.3. If we do get into a war with Russia, how likely do you think it is that it could be an ordinary kind of war without atomic bombs being used?

Likelihood of conventional war	Power actors		Prairie City		Des Moines	
	No.	% of 91	No.	random sample % of 163	No.	random sample % of 246
Very unlikely	29	31.8	78	47.9	116	47.2
Unlikely	30	33.0	38	23.3	66	26.9
Even chances	14	15.4	11	6.7	27	11.4
Likely	7	7.7	16	9.8	19	7.3
Very likely	11	12.1	20	12.3	18	7.3
TOTAL	91	100.0	163	100.0	246	100.0

Likelihood of war escalation

Table B.4. If we do get into some small, local war in one country, how likely do you think it is that things might get out of hand and lead to a big war?

Likelihood of war escalation	Power actors		Prairie City		Des Moines	
	No.	% of 91	No.	random sample % of 163	No.	random sample % of 246
Very unlikely	5	5.5	13	8.0	20	8.1
Unlikely	37	40.6	29	17.8	48	19.5
Even chances	23	25.3	25	15.3	43	17.5
Likely	12	13.2	45	27.6	73	29.7
Very likely	14	15.4	48	29.4	62	25.2
Don't know	-	-	3	1.8	-	-
TOTAL	91	100.0	163	99.9	246	103.0

Likelihood of fallout danger to local community in time of war

Table 8.5. How likely do you think it is that this community would be in danger from fallout if this country were attacked?

Likelihood of fallout danger to local community in time of war	Power actors		Prairie City		Des Moines	
	No.	% of 91	random sample No.	% of 163	random sample No.	% of 146
Very unlikely	4	4.4	9	5.5	12	4.9
Unlikely	10	11.0	29	17.8	18	7.3
Even chances	19	20.8	27	16.6	53	21.5
Likely	25	27.5	59	36.2	74	30.1
Very likely	32	35.2	36	22.1	89	36.2
Don't know	1	1.1	3	1.8	-	-
TOTAL	91	100.0	163	100.0	246	100.0

Likelihood of local community death and destruction in time of war

Table B.6. If there were an attack on the United States with H-bombs or atomic bombs what do you really think things would be like around here after the attack?

Likelihood of local community death and destruction in time of war	<u>Power actors</u> 1962-1963		<u>Prairie City</u> random sample Jan.-Feb. 1963		<u>Des Moines</u> random sample June-July 1963		<u>U. of Michigan*</u> (No time given)	
	No.	% of 91	No.	% of 163	No.	% of 246	No.	% of (not given)
No damage, life normal			1	0.6	1	0.4		3.0
Little damage, confusion only	22	24.2	65	39.9	29	11.8		8.0
Damage, most survive	15	16.5	13	8.0	8	3.3		10.0
Damage, many survivors	20	22.0	14	8.6	26	10.6		11.0
Destruction, but survivors	21	23.1	44	27.0	106	43.1		15.0
Few survivors	8	8.7	11	6.7	50	20.3		18.0
Annihilation	1	1.1	8	4.9	14	5.7		26.0
Don't know	4	4.4	7	4.3	12	4.9		9.0
TOTAL	91	100.0	163	100.0	246	100.1		100.0

*The American public and international tensions: "data on shelters". University of Michigan, December 1961, p. 12. Cited in Jiri Nehnevajsa in collaboration with Dorothy V. Brodie, Donna J. Kirschmal, and Richard H. Pomeroy, Department of Sociology, University of Pittsburgh, Pittsburgh, Pennsylvania, 1964. Some differences occurred in the categories used in the University of Michigan study in comparison with the Iowa State University studies. Their categories were: no danger, no difference; confusion, fear, disruption; slight damage, some fallout danger; damage, fire, fallout but survivors stand reasonable chance; widespread damage and destruction but some survivors with survival prospects; heavy destruction, ruin, some survivors but severe radiation danger; annihilation, desolation, complete destruction; and don't know. These categories are similar to the Iowa State University categories.

Alternative fallout shelter programs

Table B.7. There has been some discussion about fallout shelter programs. Do you believe we should have any of the following types of fallout shelter programs?

Alternative fallout shelter programs	Power actors		Prairie City random sample	
	No.	% of 91 saying "yes"	No.	% of 163 saying "yes"
A program that encourages the construction of <u>individual family shelters</u>	43	47.3	75	46.0
A program that <u>licenses, marks, and stocks existing</u> <u>buildings</u> for public shelter use--such as banks, hospitals, schools, etc.	63	69.2	140	85.9
A federal program that makes available financial assistance for the construction of <u>public shelter</u> <u>space in new public buildings</u>	43	47.3	85	52.1
A program that encourages communities or local governmental units to construct their own <u>locally</u> <u>financed community shelters</u>	43	47.3	82	50.3
A <u>federally financed program to construct buildings</u> <u>solely for public shelter use</u>	18	19.8	29	17.8
Other: Specify: <u>In favor of a program which licenses</u> <u>buildings--oppose one which stocks buildings</u>	-	-	10	6.1

Most favored fallout shelter program

Table B.8. Of the shelter programs which you indicated we should have, on which one do you think the greatest emphasis should be placed?

Most favored fallout shelter program	Power actdrs		Prairie City	
	No.	% of 91	No.	% of 163
A program that encourages construction of <u>individual family shelters</u>	20	22.0	25	15.3
A program that <u>licenses, marks, and stocks</u> buildings for public shelter use, such as banks, hospitals, schools, etc.	30	33.0	91	55.8
A federal program that makes available financial assistance for the construction of <u>public shelter space in new public buildings</u>	14	15.4	8	4.9
A program that encourages communities or local governmental units to construct their own <u>locally financed community shelters</u>	14	15.4	17	10.4
A <u>federally financed program to construct</u> buildings <u>solely for public shelter use</u>	7	7.7	8	4.9
Other	-	-	8	4.9
No answer	6	6.6	6	3.7
TOTAL	91	100.1	163	99.9

Adequacy of national civil defense program

Table B.9. What is your opinion of the present national civil defense program?

Adequacy of national civil defense program	Power actors		Prairie City		Des Moines	
	No.	% of 91	No.	random sample % of 163	No.	random sample % of 246
Very adequate	6	6.6	6	3.7	7	2.8
Adequate	21	23.1	72	44.2	82	33.0
Inadequate	38	41.7	42	25.8	86	35.0
Very inadequate	14	15.4	6	3.7	26	10.6
Don't know	12	13.2	37	22.7	45	18.3
TOTAL	91	100.0	163	100.1	246	99.7

Adequacy of county or city civil defense program

Table B.10. In your opinion how adequate is the overall civil defense program in this county at the present time?

Adequacy of county civil defense program	<u>Power actors</u>		<u>Prairie City</u>		<u>Des Moines</u>	
	No.	% of 31	No.	% of 163	No.	% of 246
We do not need a CD program	-	-	2	1.2	2	0.8
Very inadequate	26	28.5	22	13.5	17	6.9
Inadequate	41	45.1	71	43.6	100	40.7
Adequate	14	15.4	55	33.7	104	42.3
Very adequate	1	1.1	1	0.6	5	2.4
Don't know	9	9.9	12	7.4	17	6.9
TOTAL	91	100.0	163	100.0	246	100.0

An individual's community responsibility in civil defense

Table B.11. Do you believe you have any community responsibility in the area of civil defense?

An individual's community responsibility in civil defense	Power actors		Prairie City random sample	
	No.	% of 91	No.	% of 163
Major responsibility	35	38.4	32	19.6
Some responsibility	44	48.4	100	61.3
Very little responsibility	8	8.8	22	13.5
No community responsibility	4	4.4	9	5.5
TOTAL	91	100.0	163	99.9

Knowledge of a continuous local civil defense program

Table C.12. Is there a continuous civil defense program (education, training, etc.) in this city (county)?

Knowledge of a continuous local civil defense program	Power actors		Prairie City random sample	
	No.	% of 91	No.	% of 163
Yes	26	28.6	110	67.5
No	36	39.6	11	6.7
Don't know	29	31.8	42	25.8
TOTAL	91	100.0	163	100.0

Knowledge of planned local civil defense activity

Table B.13. Have you heard or read anything within the last few months on what civil defense people are doing or are planning to do in this county?

Knowledge of planned local civil defense activity	Power actors		Prairie City random sample	
	No.	% of 91	No.	% of 163
Yes	33	36.3	23	14.1
No	58	63.7	134	82.2
Don't know	-	-	6	3.7
TOTAL	91	100.0	163	100.0

Knowledge of buildings to be marked and stocked

Table B.14. Have you heard of any buildings in this county that are going to be marked and stocked with supplies so people can use them as fallout shelters if we are attacked?

Knowledge of buildings to be marked and stocked	Power actors		Prairie City random sample	
	No.	% of 91	No.	% of 163
Yes	17	18.7	21	12.9
No	56	61.5	141	85.5
Don't know	18	19.8	1	0.6
TOTAL	91	100.0	163	100.0

Knowledge of local civil defense director

Table B.15. Does the county have a civil defense director?

Knowledge of local civil defense director	Power actors		Prairie City random sample	
	No.	% of 91	No.	% of 163
Yes	37	40.7	70	42.9
No	3	3.3	13	8.0
Don't know	51	56.0	80	49.1
TOTAL	91	100.0	163	100.0

Knowledge of local civil defense director's nameTable B.16. What is the civil defense director's name?
Knows name (asked of those who said "yes" above)

Knows name	Power actors		Prairie City random sample	
	No.	% of 91	No.	% of 163
Right name given	25	27.5	18	11.0
Forgot or don't know right name	8	8.8	51	31.3
Name given, not right name	3	3.3	1	0.6

Sources of civil defense information

Table B.17. Specific sources of civil defense information.

Sources of information	Frequency named			
	Prairie City		Des Moines	
	Power actors Rank	%	random sample Rank	random sample %
Daily or weekly newspapers	1	83.5	2	82.8
Booklets and pamphlets put out by the Office of Civil Defense	3	64.8	5	48.5
Television news and special programs	2	75.8	1	85.9
Communication with personal friends, relatives, and neighbors	4	53.8	6	46.6
Popular news magazines such as U.S. News and World Report, Newsweek, Time	7	36.3	8	19.6
Radio news and special programs	4	53.8	3	70.6
Civil defense exhibit	11	14.3	18	1.8
Meetings conducted by organizations to which you belong	8	34.1	10	16.0
Popular general magazines such as Life, Look, Saturday Evening Post, Reader's Digest	6	51.6	4	49.7
Meetings conducted by civil defense personnel	9	30.8	12	5.0
Publications distributed by the County Extension Office	10	26.4	8	19.6
Visited a fallout shelter	14	4.4	7	25.2
Civil defense kits put out by the Office of Civil Defense	12	8.8	13	5.5
			12	8.0

Continued

Table 8.17. Continued.

Sources of information	Frequency named			
	Power actors Rank	Freddie City random sample Rank	Des Moines random sample Rank	
Salesmen or dealers of civil defense equipment or supplies such as fallout shelters or radiation detection equipment	16	2.3	18	1.8 17 4.0
Professional journals	12	8.8	13	5.5 14 6.0
Church sermons or meetings	15	3.3	11	9.8 10 13.0
Specialized news magazines such as Commentary, The Nation, The Reporter, The New Republic	17	1.1	16	2.5 18 2.0
Books	-	-	13	5.5 13 7.0
Toured Civil Defense Depot	-	-	16	2.5 - -
Fairs	-	-	18	1.8 - -
Occupation - related source	-	-	19	1.8 16 5.0

Most useful sources of civil defense information

Table B.18. Most useful sources of civil defense information.

Sources of information	Frequency named					
	Power actors		Prairie City		Des Moines	
	Rank	%	Rank	%	Rank	%
Daily or weekly newspapers	2	19.8	2	22.1	2	17.5
Booklets and pamphlets put out by the Office of Civil Defense	1	23.1	3	12.9	3	16.7
Television news and special programs	3	17.6	1	27.0	1	39.0
Communications with personal friends, relatives, neighbors	11	1.1	5	4.9	10	1.2
Popular news magazines such as U.S. News and World Report, Newsweek, Time	6	3.3	7	3.1	8	2.4
Radio news and special programs	6	3.3	7	3.1	4	4.5
Civil defense exhibit	10	2.2	12	1.2	-	-
Meetings conducted by organizations to which you belong	4	7.7	6	3.7	6	2.8
Popular general magazines such as Life, Look, Saturday Evening Post, Reader's Digest	6	3.3	7	3.1	5	3.3
Meetings conducted by CD personnel	5	6.6	11	2.5	6	2.8
Publications distributed by County Extension	11	1.1	4	6.7	15	0.0
Visited a fallout shelter	12	-	7	3.1	8	2.4
CD kits put out by Office of Civil Defense	6	3.3	19	-	12	0.8

Continued

Table B.18. Continued.

Sources of information	Frequency named			
	Power actors Rank	Prairie City random sample Rank	Des Moines random sample Rank	Des Moines random sample %
Salesmen or dealers of CD equipment or supplies such as fallout shelters or radiation detection equipment	14	19	12	0.8
Professional journals	11	13	16	0.0
Church sermons or meetings	11	13	14	0.4
Specialized news magazines such as Commentary, The Nation, The Reporter, The New Republic	14	19	16	0.0
Books	-	13	14	0.4
Toured Civil Defense Depot	-	13	-	-
Fairs	-	13	-	-
Occupation - related source	-	13	10	1.2

Family civil defense preparations

Table 8.19. We are interested in talking with you about any steps you may have taken to protect you and your family against atomic attack or fallout. Which statement below best describes what you have done?

	Power actcre No. % of 91		Prairie City random sample No. % of 163	
Family civil defense preparation				
Have built a family fallout shelter.	1	1.1	2	1.2
Am in the process of building a family fallout shelter.	1	1.1	-	-
Have strongly considered building a fallout shelter.	6	6.6	12	7.4
Have designated some specific area or place to be used if an emergency should occur.	30	33.0	66	40.5
Have seriously considered the need for protection, but have made no specific plans for an emergency.	23	25.3	34	20.9
Have never seriously considered need for protection.	24	26.4	37	22.7
Have thought about the need for protection, but am definitely against building or setting aside space for a shelter or making any other definite plans.	6	6.6	12	7.4
TOTAL	91	100.1	163	100.1

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13 ABSTRACT The local community is conceptualized as a <u>social system</u> . One of the elements of the social system is <u>social power</u> . A <u>social power model</u> is defined which may be used by the local civil defense director for analyzing <u>social power</u> in his community. The major concepts of the <u>social power model</u> are <u>authority</u> , <u>influence</u> , and <u>power structure</u> . The community members who have <u>social power</u> and affect the community decision-making process are designated as <u>power actors</u> . The <u>power actors</u> in <u>five</u> Iowa communities were interviewed. They were found to have <u>similar personal and social characteristics</u> . The power actors were perceived to have <u>social power</u> if the community was to build a community fallout shelter in the near future. The <u>power actors' civil defense attitudes, knowledge, sources of information, and actions</u> were analyzed. The power actors (1) had a low perception of threat, (2) perceived that we should have civil defense programs which (a) licenses, marks, and stocks existing buildings, (b) encourages the construction of individual family shelters, (c) makes available financial assistance for the construction of public shelter spaces in new public buildings, and (d) encourages communities or local governmental units to construct their own locally financed community shelters, (3) tended to perceive the <u>national</u> civil defense program and the <u>present county</u> civil defense program as inadequate, (4) perceived that they had a civil defense responsibility, and (5) generally lacked a knowledge of civil defense programs. The three most frequently named sources of civil defense information were (1) daily or weekly newspapers, (2) television news and special programs, and (3) booklets and pamphlets put out by OCD. Most power actors had not helped with civil defense programs in their communities. Implications for <u>civil defense officials</u> based on the findings are presented.			

KEY WORDS	LINK A		LINK B		LINK C	
	ROLE	BT	ROLE	BT	ROLE	BT
Local civil defense director Local community Social system model Belief (knowledge) Sentiment End, goals, or objec- tive Norm Status-role (position) Rank Sanction Facility Power						
Social power model Social power Authority Influence Power structures Power actors						

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